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Social Welfare Programs in the United States, 1934-54
Twenty Years of Social Security

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U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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Social Security in Review

Twentieth Anniversary

THE Social Security Administration observed the twentieth anniversary of the Social Security Act on August 15, 1955, when present and former staff members heard Marion B. Folsom, newly appointed Secretary of Health, Education, and Welfare, and Professor Edwin E. Witte, of the University of Wisconsin, discuss the program's past and future.

Secretary Folsom listed six of the reasons for the success of the old-age and survivors insurance program: It is a contributory system; coverage is compulsory; benefits are related to wages; there is no means test; the benefit rights of all beneficiaries are determined by law; and benefits are

sufficient to prevent dependency but not large enough to discourage individual thrift and effort.

Another reason, Mr. Folsom stated, "is the fact that the people of the country, the administrators of the program, and the leaders of Congress have been willing to make changes to keep the Social Security Act up to date." He pledged a continuing study of the social security system, saying that "social security cannot remain static. It must change with changing economic and social conditions. As Secretary, I am cognizant of the fact that millions of persons are dependent upon social security as a basic floor of protection, that huge sums of public funds are involved, that a tremendous administrative machinery has been devel-

oped to administer the program. All of these, and other factors, call for a continuing analysis and a willingness to recognize that programs as large as social security cannot remain static."

Dr. Witte, who was the Executive Director of the Committee of Economic Security in 1934-35, told of the early studies and recommendations that led to the passage of the original Social Security Act; his address is presented in this issue of the BULLETIN.

Charles I. Schottland, Commissioner of Social Security, presided at the meeting. He spoke briefly of the years of progress under the Social Security Act and developments since the 1954 amendments. With the amendments becoming increasingly effective, he said, "the programs authorized by the Social Security Act are well on their way to achieving the purposes of the original law."

Old-age and survivors insurance:

Monthly benefits in current-payment status:

	July 1955	June 1955	July 1954
Number (in thousands)	7,643	7,564	6,521
Amount (in millions)	\$389	\$384	\$281
Average old-age benefit	\$61.21	\$61.03	\$51.89

Public assistance:

Recipients (in thousands):

Old-age assistance	2,550	2,549	2,579
Aid to dependent children (total)	2,209	2,239	2,078
Aid to the blind	104	104	101
Aid to the permanently and totally disabled	239	237	215
General assistance (cases)	298	310	297

Average payments:

Old-age assistance	\$52.65	\$52.30	\$51.46
Aid to dependent children (per family)	86.64	86.78	85.26
Aid to the blind	56.71	57.41	56.06
Aid to the permanently and totally disabled	55.24	54.93	53.77
General assistance (per case)	53.55	53.78	52.14

Unemployment insurance:

Initial claims (in thousands)	969	898	1,335
Beneficiaries, weekly average (in thousands) ..	924	1,056	1,597
Benefits paid (in millions)	\$92	\$109	\$168
Average weekly payment for total unemployment	\$24.45	\$24.35	\$24.65

Program Operations

Fewer persons were receiving public assistance in July than in June, chiefly because of seasonal declines in aid to dependent children and general assistance. The month's decrease of 67,000, which reduced the total caseload to 5.7 million, continued the decline that had started in April; the decrease since March amounted to 360,000. Total payments were \$228 million in July—\$888,000 or 0.4 percent less than the total in June. The decrease in the monthly rate of expenditures for March-July amounted to \$5.1 million.

During July the caseloads for aid to dependent children and general assistance declined 1.4 percent and 3.9 percent, respectively. In aid to

dependent children, 43 of the 53 States aided fewer families than in June; the decline was accelerated by the application of policies in four States relating to the employment of older children who were no longer attending school. The number of families dropped 15.4 percent in Arkansas and 5.5 percent in North Carolina when assistance was withdrawn from families because of the availability of seasonal employment. Oregon withheld assistance for the summer months to able-bodied children aged 14 or over; the number of families dropped 16.6 percent and the number of children 22.2 percent. Similarly, New Hampshire removed children aged 16 or over from the rolls; as a result the number of families declined 6.4 percent and the number of children 10.0 percent.

In old-age assistance the number of recipients rose slightly (0.1 percent) for the second consecutive month, but in both months the net increases were attributable to the substantial increases in Alabama, where more liberal policies affecting all programs were applied in the spring. For the majority of the States, however, the trends for old-age assistance continued downward. Small increases in the total caseloads for aid to the blind and aid to the permanently and totally disabled extended the upward trends in those programs.

For the country as a whole the average payment for aid to the blind dropped 70 cents in July, and the other programs showed changes of 14-35 cents. Underlying the changes for the special types of public as-

sistance were major developments that resulted in outstanding changes in average payments in a few States. In Washington the State public assistance agency initiated in July, for all five programs, a pooled fund for making payments to suppliers of medical care. (Formerly medical care for recipients was provided by the State Department of Health.) The State's largest increases in average payments were those in old-age assistance (\$15.09), aid to the blind (\$13.83), and aid to the permanently and totally disabled (\$17.79). In aid to dependent children the effect of the pooled-fund payments was offset by the reapplication of the 20-percent reduction in payments that had been lifted in May and June.

Earlier in the year, Alabama made several changes affecting all the assistance programs. The law on relatives' responsibility was repealed, the minimum payment was changed from \$10 to \$1, and a higher limit was allowed on real property holdings. In addition, for old-age assistance, the basic requirements were raised. These changes in policy have had their greatest effect in old-age assistance, where the average payment rose \$4.51 in July.

Vendor payments for medical care accounted for most of the other outstanding State changes in average payments for the special types of public assistance. A drop of \$69.98 in the average payment for aid to the blind in Minnesota accounted for the decrease in the average payment for the country as a whole. The average payment was high in June

because in that month the State paid for all medical care rendered before July 1, when the administration of the program was transferred from the State to the counties. Minnesota also raised from \$60 to \$65 the maximum payment for recipients of old-age assistance and aid to the permanently and totally disabled; average payments for those programs rose \$1.55 and \$2.60, respectively.

There were other important developments in the States in July, but they did not result in any appreciable changes in caseloads or payments. Maine began operating a pooled fund to provide hospital care for recipients of the special types of public assistance, as did North Carolina except in aid to the blind. The program of aid to dependent children in Nevada, which has been operated without Federal financial participation, became a State-Federal program, and currently all 53 jurisdictions have programs for needy children for which Federal matching funds are available.

In Vermont the maximum payment to recipients of old-age assistance was raised from \$55 to \$63, and the amount budgeted for food was increased in all programs. The revisions affecting recipients of old-age assistance will have been completed by September 1; adjustments in the other programs will take longer and will be made when the cases are normally reviewed.

• Monthly benefits under the old-
(Continued on page 21)

	July 1955	June 1955	July 1954	Calendar year 1954	Calendar year 1953
Civilian labor force ^{1,2} total (in thousands)	67,465	66,696	65,494	64,468	63,815
Employed	64,995	64,016	62,148	61,238	62,213
Unemployed	2,471	2,679	3,347	3,230	1,602
Personal income ^{1,3} (billions; seasonally adjusted at annual rates), total	\$304.7	\$301.6	\$287.1	\$287.6	\$286.2
Wage and salary disbursements	211.6	208.0	196.6	196.2	198.6
Proprietors' income	37.4	37.8	36.8	37.9	38.2
Personal interest income, dividends, and rental income	37.1	37.0	35.2	35.3	33.4
Social insurance and related payments	12.2	12.2	11.3	11.5	9.3
Public assistance	2.5	2.5	2.4	2.4	2.4
Other	9.2	9.3	9.0	8.9	8.4
Less: Personal contributions for social insurance	5.3	5.2	4.4	4.5	3.9
Consumer price index ^{1,4}	114.7	114.4	115.2	114.8	114.4

¹ Data relate to continental United States, except that personal income includes pay of Federal personnel stationed abroad.

² Bureau of the Census.

³ Data from the Office of Business Economics, Department of

Commerce. Components differ from those published by the Department since they have been regrouped; for definitions, see the *Bulletin*, September 1953, page 28, table 1.

⁴ Bureau of Labor Statistics.

Social Welfare in the United States, 1934-54

by IDA C. MERRIAM*

THE past 50 years have been marked by a phenomenal increase in the productivity, the diversity of goods and services generally available, and the total national output of this country. These changes have been accompanied by a large increase in the share of the national output devoted to social welfare programs. The past 20 years have seen the establishment of a nationwide social insurance system and the expansion of public health, education, and welfare programs. The same period has seen also a continued growth and diversification of forms of private saving and of voluntary welfare activities.

A number of factors have contributed to the growth of social welfare programs. The shifts from rural to urban living and from a predominantly self-sufficient or barter economy to a predominantly money and credit economy have at once created new risks to family security and lessened the ability of families to take care of their own members. The large family group that cared—primarily through a sharing of home and food and services—for distant as well as immediate relatives who were sick, or old, or orphaned has almost disappeared. Increased mobility, the lure of new jobs and new communities, and the smaller quarters of urban living, as well as the increasing number of necessities that are to be had only in exchange for money, have helped to break up the old patterns of family and neighborhood support. All modern societies have faced the need for a more broadly organized method of channeling a part of the Nation's current output of goods and services to those who at a particular time cannot rely on current earnings for at least the major part of their support.

So this country, along with others, has developed social insurance programs to provide a continuing income to persons who have retired

from gainful employment either after attaining some specified age or because of long-continued disability, to orphans and their widowed mothers and to aged widows, and to workers during temporary periods of sickness or unemployment. To meet the special needs and circumstances that cannot well be covered by social insurance, the public assistance programs have been set up to provide income to persons in specified groups whose current resources are insufficient to meet what the community regards as their minimum needs.

Another factor contributing to the growth of social welfare programs, broadly defined, has been the remarkable development of medical science and technology. The Nation spends much more on public health and sanitation today than it did one hundred or even fifty years ago because so much more is known about disease and methods of prevention or control. With more widespread knowledge of what health programs

can accomplish, every lifesaving discovery, every advance in rehabilitation techniques, brings pressures to make these services available to all who need them.

The advance of science and technology has also been at least partly responsible for a continued expansion in public education. The United States was the first large country in the world to adopt the goal of universal public education. For many years, public education meant elementary education; only a relatively few children went on to high school or college. Around 1900, there began a tremendous expansion of public high school education, with both an increase in attendance and a broadening of the curriculum base, until now it is almost taken for granted that a child should finish high school. Today a somewhat similar expansion of education at the college level seems to be under way. The educational benefits under the GI Bill of Rights demonstrated the widespread

Individual and Social Welfare

Widespread interest in social welfare programs and their relation to economic and social development is increasingly reflected in national and international discussions and planning. Supplementing articles that appeared in the August anniversary issue of the *BULLETIN*, this issue presents a new summary of the development and present scope of social welfare programs in the United States, highlighting the 20 years from 1934-35 to the present.

The high standard of living of the American people is an outgrowth of the combined efforts and activities of individuals, of voluntary associations of many kinds, of industry, and of government at Federal, State, and local levels. We can be proud to tell the story of a prosperity widely shared, of freedom for the growth of private social security arrangements and voluntary welfare activities, of local communities and State governments playing the major part in the provision of public social welfare services, and of the Federal Government sharing costs or acting directly to carry out the national interest in the welfare of individuals and families.

The detailed estimates and analysis presented in the accompanying article bring together basic information that will be of use to all who are interested in this story.

CHARLES I. SCHOTTLAND
Commissioner of Social Security

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desire among young people for more education and training and their willingness to make sacrifices to obtain it. The need for more highly trained people in basic research, in medicine, and in industry is generally recognized.

The social sciences have had far less support and made fewer dramatic advances than the natural sciences. Nevertheless, the social sciences too have developed concepts and understandings that press for application. Not all of these result in social welfare programs. Many find expression primarily in the field of industrial relations or of business or public administration. The techniques of economic planning, as reflected, for example, in the responsibilities given to the Council of Economic Advisers and the Joint Committee on the Economic Report by the Employment Act of 1946, are further developed than is generally recognized.

The social welfare programs play a significant role in relation to economic stabilization and economic security. The direct impact of the social sciences on social welfare programs, however, has been largely in the expanding field of social services. Increasing knowledge and expansion of the fields of psychology, sociology, social work, and related disciplines are reflected—to give a few examples—in guidance and counseling services, attempts to prevent or mitigate the effects of juvenile delinquency, new emphasis on part-time work and special services for the aged, and the growing interest in mental health. Such types of service are still limited in application but of growing importance.

Accompanying the other changes that have led to the current importance of social welfare programs have been a redefinition and broadening of the sense of community responsibility. The ethical principles that underlie modern social welfare programs are many centuries old, but the community in which they must operate has become a series of communities—local, regional, nationwide, and in some measure worldwide. If there remain gaps and inadequacies in many of the programs, both the goals and the achievements that can

be recorded are encouraging and significant.

Scope and Development of Social Welfare Programs

While the term social welfare has come to be widely used, there is no agreed definition as to just what it should encompass. Differences of usage, between countries and within countries, are often related to the way in which particular programs develop. Agricultural programs, for instance, may have social welfare aspects, either because of the help given to low-income farm families, the use of surplus commodities for relief purposes, or other features. Certain programs designed to increase employment opportunities can be regarded either as labor programs or as social welfare programs. The classifications adopted may affect both international and historical comparisons.

As used here, the term social welfare is broadly defined to include education, health, social security, social service, and veterans' programs—the major programs that are directed specifically toward promoting the well-being of individuals and families. It excludes expenditures associated with programs directed primarily toward economic development, price support, flood control, and so on, even though some of these may have important social welfare aspects or consequences. The term also excludes direct military expenditures, such as the medical care provided to those in military service. Expenditures for public housing are omitted, not for conceptual reasons but because it has not been possible to develop comparable data. This grouping is similar to that which is used in other countries. It conforms in large measure, also, to the functional budget classifications of most government units.

There has never been a time, from colonial days on, that this country has not had social welfare programs. Although all levels of government were involved from the beginning, such programs were for many years primarily local. The States began to play an important role after the middle of the nineteenth century. Not until the depression of the 1930's

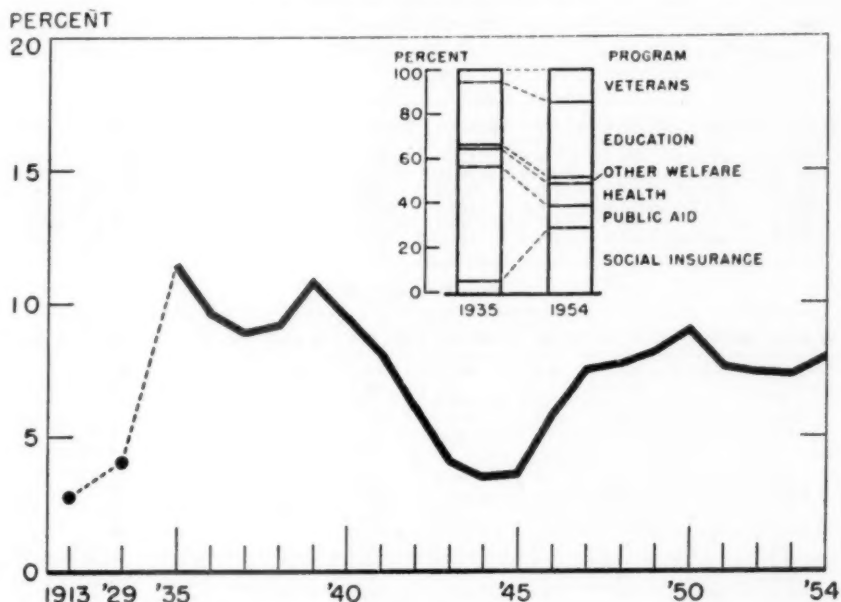
did the Federal Government assume any major responsibilities for social welfare measures.¹ The role of the States has been further strengthened since the 1930's by the increasing number of programs in which the Federal Government exercises its responsibility through making Federal financial aid available to the States while leaving program administration to the States or localities. At the present time about 60 percent of all public expenditures for social welfare come from State and local funds and 40 percent from Federal funds. About one-fifth of the Federal expenditures are for grants-in-aid to the States. Consequently about 68 percent of the total goes to programs administered by State or local governments. Social welfare expenditures represent a far larger portion of total State and local government budgets and activities than they do of the Federal budget.

Education

The Federal Government, as early as 1785, set aside land from the public domain to be used for the support of public education. Many communities quickly took advantage of the offer. The movement for tax-supported public schools available to all groups and classes met with substantial opposition, however, and its success was not assured until well into the second half of the nineteenth century. The first compulsory school attendance law was passed in Massachusetts in 1852. It was 1920 before all States had such laws, and they could not be effective while child labor was accepted and widely used. Tax support of high schools began in the 1870's, although the widespread development of secondary education did not occur until after 1900. Public support for colleges and universities also began before 1900 but reached major proportions only after World War I. In more recent years, the schools have provided increasingly special-

¹ An earlier article on the same subject in the February 1953 *Bulletin* contained somewhat more information on the historical development of the programs. The expenditure estimates in the earlier article and in the October 1953 and October 1954 issues of the *Bulletin* are superseded by the revised estimates presented here.

Chart 1.—Public social welfare expenditures as a percent of the gross national product, fiscal years 1935–54



ized programs and types of service. The jump in the birthrate following World War II and the foreseeable large increase in school and college enrollments during the next decade are presenting the educational system of the country with new problems and a new challenge.

Health

Public health activities for a time centered primarily around quarantine and related controls. The Federal Government early made special provision for the health of merchant seamen. Beginning in 1798, compulsory deductions from seamen's wages were used to establish and maintain hospitals for the care of sick and disabled seamen in the various ports. In 1884 the payroll deductions were replaced by a tonnage tax and later by general revenue financing. The Marine Hospital Service established under the early legislation developed into the U. S. Public Health Service, which thus traces back its history for more than 155 years.

Largely as a result of the insistent concern of one woman, Dorothea Dix, a major step forward was made in the 1850's in the care of the mentally ill, through the establishment of separate State institutions

for them and for other dependent groups. The modern public health movement got well under way in the 1890's with the establishment or development of State boards of health in a number of States. Environmental sanitation and general public health services gradually became an accepted function of State and local governments in most parts of the country. By 1935, however, when the Social Security Act was adopted, it was estimated that no more than one-fourth of the counties in the Nation had full-time health departments and that no more than half the cities had the minimum essential health services.

To stimulate State and local public health activities and to provide a financial basis for their extension, the Social Security Act authorized Federal grants of \$8 million annually. In 1944 the public health title (VI) of the Social Security Act was transferred to the Public Health Act adopted in that year. Federal grants-in-aid to the States for public health activities have subsequently expanded tremendously, both through an increase in the amounts authorized and through the enactment of new categorical grant programs: venereal disease control, 1938; tuberculosis control, 1944; hospital survey

and construction, 1946; mental health and cancer control, 1947; heart disease control and water pollution control, 1949; expanded hospital construction (institutions for the care of the chronically ill, diagnostic centers, and so on), 1954; poliomyelitis control, 1955. Federal expenditures for medical research have also expanded in recent years.

One special public health program—Federal grants of funds to the States to help support maternal and child health services—was enacted in 1921, and all but three States were receiving such grants in 1927, when Congress announced its intention of making no further appropriations for this purpose after the following year.

The Social Security Act provided special grants-in-aid to the States for maternal and child health services and for crippled children's services (as well as for child welfare services). The amounts of Federal funds authorized for these programs have been increased from the original \$3.8 million a year for maternal and child health and \$2.85 million for crippled children to \$16.5 million and \$15.0 million respectively. The full amount authorized under the 1950 amendments has never been appropriated for maternal and child health services and was first appropriated for crippled children's services for the fiscal year 1955–56.

A program of emergency maternity and infant care for dependents of servicemen in the lower grades of the Armed Forces was carried out during World War II through Federal grants to the States provided under successive annual appropriation acts.

The expenditures shown in table 1 for health and medical services do not include certain items that can properly be classified as health expenditures and that would be so classified in a compilation relating to health programs alone. For the purposes of this analysis, it has seemed preferable that the health or medical care expenditures made as an incident to other welfare programs be included in the totals for those other programs. Federal expenditures for health and medical services under the veterans' program are shown separately in table 1 and

Table 1.—Social welfare expenditures in the United States
[In millions]

Program	1934-35	1935-36	1936-37	1937-38	1938-39	1939-40	1940-41	1941-42	1942-43	1943-44
Total										
Total.....	\$7,872.0	\$7,438.1	\$7,756.8	\$8,137.5	\$9,533.3	\$9,118.3	\$9,071.3	\$8,510.1	\$7,249.7	\$7,016.6
Social insurance.....	383.7	425.4	473.2	790.9	1,114.6	1,214.9	1,267.7	1,313.5	1,207.7	1,239.5
Public aid.....	4,057.9	3,377.3	3,431.7	3,247.9	4,231.0	3,657.1	3,486.6	2,738.9	1,484.3	1,036.3
Health and medical services ¹	641.8	665.0	724.0	750.6	807.0	799.2	754.5	790.6	805.0	897.5
Other welfare services ²	113.9	114.7	115.6	116.1	126.5	132.1	154.5	159.6	155.6	179.7
Education.....	2,224.9	2,375.4	2,527.3	2,737.9	2,741.0	2,780.0	2,873.1	2,970.0	3,041.2	3,040.7
Veterans' programs ³	449.8	480.3	485.0	494.1	513.2	535.0	534.9	537.5	555.9	622.9
From Federal funds										
Total.....	\$2,966.6	\$2,945.7	\$3,167.9	\$2,910.5	\$3,783.1	\$3,292.0	\$3,294.8	\$2,924.3	\$2,122.0	\$1,902.4
Social insurance.....	98.7	115.4	121.8	243.2	303.2	350.1	430.9	480.6	525.7	626.8
Old-age and survivors insurance.....			(⁴)	5.4	13.9	28.1	91.2	137.0	176.8	217.2
Railroad retirement.....			1.5	82.5	108.6	115.7	124.1	129.1	133.2	136.5
Public employee retirement.....	90.0	93.0	96.5	98.5	101.0	107.5	113.6	119.0	122.4	164.9
Unemployment insurance and employment service.....	(⁵)	14.7	12.9	46.6	64.6	65.8	68.0	73.6	76.5	90.4
Railroad unemployment insurance.....					1.7	18.9	21.1	11.4	3.9	3.7
Railroad temporary disability insurance.....										
Workmen's compensation.....	8.7	7.7	10.9	10.2	13.4	14.1	12.9	10.5	12.9	14.1
Public aid.....	2,373.7	2,300.3	2,489.8	2,090.3	2,872.1	2,304.3	2,150.6	1,661.4	733.5	432.3
Public assistance ⁴		20.2	142.6	212.5	244.3	279.4	333.5	373.5	395.0	409.6
Other ⁵	2,373.7	2,280.1	2,347.2	1,877.8	2,627.8	2,024.9	1,817.1	1,287.9	358.5	22.7
Health and medical services ¹	16.8	21.0	40.0	38.6	44.0	51.2	54.5	60.6	73.0	106.5
Other welfare services ²	2.7	3.3	4.0	4.3	9.6	9.9	22.0	22.0	32.7	47.4
Education.....	24.9	25.4	27.3	40.0	41.0	41.5	103.1	162.2	181.2	126.5
Veterans' programs ³	449.8	480.3	485.0	494.1	513.2	535.0	534.9	537.5	555.9	622.9
Pensions and compensation ⁶	390.2	415.1	413.0	419.2	433.7	447.8	453.1	432.6	467.6	520.5
Readjustment allowances.....										
Health and medical services ¹⁰	58.9	64.1	71.1	74.0	78.4	86.2	80.8	84.1	87.6	100.9
Education.....										
Welfare and other ¹¹.....	.7	1.1	.9	.9	1.1	1.0	1.0	.8	.7	1.5
From State and local funds										
Total.....	\$4,905.4	\$4,492.4	\$4,588.9	\$5,227.0	\$5,750.2	\$5,826.3	\$5,776.5	\$5,585.8	\$5,127.7	\$5,054.2
Social insurance.....	285.0	310.0	351.4	547.7	811.4	864.8	836.8	832.9	682.0	612.7
Public employee retirement.....	120.0	125.0	129.0	135.0	142.0	147.0	151.0	161.0	174.0	187.0
Unemployment insurance and employment service.....	(¹²)	(¹³)	3.3	182.9	447.8	485.9	435.7	371.4	176.1	61.1
State temporary disability insurance.....									.8	4.7
Workmen's compensation ¹²	165.0	185.0	219.1	229.8	221.6	231.9	250.1	300.5	331.1	350.9
Public aid.....	1,684.2	1,077.0	941.9	1,157.6	1,358.9	1,352.8	1,336.0	1,077.5	730.8	604.0
Public assistance ⁴	¹⁴ 1,684.2	¹⁵ 942.8	636.6	778.0	857.3	843.2	773.9	687.7	615.6	604.0
Other ⁵		134.2	305.3	379.6	501.6	509.6	562.1	389.8	115.2	
Health and medical services.....	625.0	644.0	684.0	712.0	763.0	748.0	700.0	730.0	732.0	791.0
Other welfare services ¹	111.2	111.4	111.6	111.8	116.9	122.2	133.7	137.6	122.9	132.3
Education.....	2,200.0	2,350.0	2,500.0	2,697.9	2,770.0	2,738.5	2,700.0	2,807.8	2,860.0	2,914.2
Veterans' programs.....										

¹ Data represent expenditures from public funds (general and special) and trust accounts, and other expenditures under public law; exclude transfers to such accounts and loans; include capital outlay for hospitals, public elementary and secondary schools, and publicly controlled higher education; include administrative expenditures. Fiscal years ended June 30 for Federal Government, most States, and some localities; for other States and localities fiscal years cover various 12-month periods ended in the specified year. Data for education and workmen's compensation relate to continental United States only; for other programs include some payments and expenditures outside continental United States.

² Includes hospital construction and medical research; excludes health and

medical services provided in connection with veterans' programs, public education, public aid, workmen's compensation, and vocational rehabilitation (included in total expenditures shown for those programs); also excludes medical expenditures of the Military Establishment and the Atomic Energy Commission and those provided subordinate to the performance of other functions, such as those of the Civil Aeronautics Authority.

³ Represents vocational rehabilitation, child welfare services, school lunch program, and institutional care.

⁴ Excludes Federal bonus payments, appropriations to Government life insurance trust fund, and accounts of several small revolving funds.

can, if desired, be added to the "health and medical services" figure. Expenditures for hospital and medical care provided through school health programs, under workmen's compensation (amounting in 1953-54 to about \$290 million), the California temporary disability insurance program (\$17.6 million), and the vocational rehabilitation programs (\$8.7 million), and through public assistance (\$280 million in 1953-54, \$175 million of which was paid directly by

the public agencies to the providers of care) are included in the figures shown for the respective programs.²

Certain other health expenditures have been omitted entirely; the most important of the omissions are those for international health activities, medical care provided to the Armed

² For similar data for 1951-52 and 1952-53, as well as more detailed breakdown of the "health and medical services" total, see the *Bulletin*, September 1955, table 4, page 29.

Forces, and the medical research expenditures of the Atomic Energy Commission (almost \$25 million in 1953-54). Some question might be raised as to whether at least a portion of the Atomic Energy Commission expenditures should not be included in the civilian health total. Since, however, the general emphasis of this research appears to be on health problems of special concern to the military, the figure has not been included in this series.

Social Security

under civilian public programs, fiscal years 1934-35-1953-54¹

[In millions]

1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	Program
Total										Total. Social insurance. Public aid. Health and medical services. Other welfare services. Education. Veterans' programs.
\$7,870.5	\$11,799.8	\$16,544.1	\$18,749.0	\$21,383.8	\$23,602.6	\$23,564.0	\$24,833.1	\$26,050.8	\$28,307.4	
1,316.3	2,576.2	2,655.0	2,863.7	3,631.7	4,723.5	4,761.5	5,677.0	6,585.8	8,211.4	Social insurance. Public aid. Health and medical services. Other welfare services. Education. Veterans' programs.
1,037.8	1,149.6	1,440.6	1,700.4	2,087.1	2,488.8	2,584.3	2,582.5	2,725.9	2,774.7	
995.9	1,102.5	1,191.4	1,493.5	1,930.4	2,144.8	2,396.3	2,597.8	2,736.9	2,876.8	
213.7	246.0	278.4	326.6	370.7	421.9	533.0	695.1	707.4	729.4	
3,392.6	3,711.2	4,289.5	5,485.2	6,355.0	7,289.1	7,782.8	8,560.7	9,074.4	9,600.0	
914.2	3,014.3	6,689.2	6,879.6	7,008.9	6,534.5	5,506.1	4,720.1	4,220.4	4,115.1	
From Federal funds										Total. Social insurance. Old-age and survivors insurance. Railroad retirement. Public employee retirement. UI and employment service. Railroad unemployment insurance. Railroad temporary disability ins. Workmen's compensation. Public aid. Public assistance. Other. Health and medical services. Other welfare services. Education. Veterans' programs. Pensions and compensation. Readjustment allowances. Health and medical services. Education. Welfare and other.
\$2,356.2	\$4,532.2	\$8,565.7	\$8,602.6	\$9,358.8	\$9,523.1	\$9,592.5	\$9,763.7	\$10,405.9	\$11,176.1	
705.4	858.4	1,116.7	1,314.3	1,580.0	1,911.7	2,712.5	3,341.9	4,199.6	5,020.1	Social insurance. Old-age and survivors insurance. Railroad retirement. Public employee retirement. UI and employment service. Railroad unemployment insurance. Railroad temporary disability ins. Workmen's compensation. Public aid. Public assistance. Other. Health and medical services. Other welfare services. Education. Veterans' programs. Pensions and compensation. Readjustment allowances. Health and medical services. Education. Welfare and other.
296.8	357.9	466.4	559.1	669.5	784.1	1,568.5	2,067.0	2,716.9	3,364.2	
143.7	154.4	177.6	227.3	282.5	304.4	321.0	400.4	466.5	518.1	
184.8	193.3	256.0	306.9	354.7	433.7	555.9	586.9	664.9	736.8	
90.5	110.6	148.8	141.5	184.3	213.6	177.8	195.3	204.5	209.1	
4.3	24.2	51.2	35.9	50.5	119.6	28.3	26.3	57.8	100.4	
			28.6	32.0	31.1	28.9	27.7	45.4	45.8	
15.3	18.0	16.7	15.0	15.5	25.2	32.1	38.3	43.6	45.7	
427.4	448.1	615.9	722.5	939.5	1,095.8	1,187.7	1,209.1	1,358.8	1,406.7	
417.6	446.0	615.9	722.5	939.5	1,095.8	1,187.7	1,209.1	1,358.8	1,406.7	
9.8	2.1									
126.9	128.5	132.7	148.7	182.8	226.7	320.8	350.4	341.7	312.9	
69.7	73.3	96.2	93.1	100.8	112.1	117.3	124.3	125.1	124.1	
112.6	57.0	53.9	60.4	96.9	73.4	82.8	160.7	274.4	300.0	
914.2	2,966.9	6,530.3	6,263.6	6,488.8	6,063.4	5,171.4	4,577.3	4,106.3	4,012.3	
735.9	1,265.7	1,830.6	1,910.7	1,983.2	2,092.8	2,120.8	2,195.0	2,467.7	2,534.3	
24.1	1,037.2	1,511.6	714.9	540.7	148.3	11.0	7	(9)	(7)	
114.5	244.8	571.7	560.4	710.9	742.0	601.1	764.8	737.4	740.1	
9.7	362.7	2,251.1	2,619.8	2,818.7	2,689.1	2,020.5	1,382.2	704.6	590.0	
10.0	56.5	365.3	457.8	435.3	391.1	328.1	234.7	197.1	148.1	
From State and local funds										Total. Social insurance. Public employee retirement. UI and employment service. State temporary disability ins. Workmen's compensation. Public aid. Public assistance. Other. Health and medical services. Other welfare services. Education. Veterans' programs.
\$5,514.3	\$7,267.6	\$7,978.4	\$10,146.3	\$12,025.0	\$14,079.5	\$13,971.5	\$15,069.5	\$15,644.9	\$17,131.3	
610.9	1,717.8	1,538.3	1,549.4	2,051.7	2,811.8	2,049.0	2,335.1	2,386.2	3,191.3	Social insurance. Public employee retirement. UI and employment service. State temporary disability ins. Workmen's compensation. Public aid. Public assistance. Other. Health and medical services. Other welfare services. Education. Veterans' programs.
198.0	216.0	236.7	256.5	276.0	299.5	367.0	414.0	460.0	515.0	
71.3	1,091.1	837.2	759.7	1,198.0	1,868.2	872.7	991.8	912.9	1,588.8	
4.9	4.7	15.3	34.3	51.7	69.1	139.6	178.0	197.9	211.7	
336.7	406.0	449.1	498.9	526.0	575.0	669.7	751.3	815.4	875.8	
610.4	701.5	824.7	977.9	1,147.6	1,393.0	1,396.6	1,373.4	1,367.1	1,368.0	
610.4	701.5	824.7	977.9	1,147.6	1,393.0	1,396.6	1,373.4	1,367.1	1,368.0	
869.0	974.0	1,038.7	1,344.8	1,747.6	1,878.1	2,075.5	2,247.4	2,395.2	2,563.9	
144.0	172.7	182.2	233.4	269.9	309.8	415.7	570.8	523.3	605.3	
3,280.0	3,654.2	4,235.6	5,424.8	6,288.1	7,215.7	7,700.0	8,400.0	8,800.0	9,300.0	
	47.4	158.9	616.0	520.1	471.1	334.7	142.8	114.1	102.8	

¹ Less than \$50,000.

² Not available.

³ Old-age assistance, aid to dependent children, aid to the blind, aid to the permanently and totally disabled and, from State and local funds, general assistance.

⁴ Work program earnings, subsistence payments, and other emergency aid programs.

⁵ Includes burial awards.

⁶ Net refunds in 1952-53 amounted to \$508,564 and in 1953-54 to \$244,966.

⁷ Includes hospital construction; through 1945-46 includes domiciliary care;

from 1946-47 through 1950-51, domiciliary care included under "welfare and other."

⁸ Vocational rehabilitation, specially adapted homes and autos for disabled veterans, counseling, beneficiaries' travel, loan guaranty, and, beginning 1946-47, domiciliary care.

⁹ Represents payments by private insurance carriers, State funds, and self-insurers of benefits payable under State law and estimated costs of State administration. Administrative costs of private insurance carriers and self-insurers not available.

¹⁰ Excludes administrative expenditures prior to February 1936.

Veterans

In this country, as in most countries, public pensions were provided for special groups long before the adoption of retirement or survivor insurance for the population in general. Pensions for disabled veterans of the Revolutionary War were paid by the Federal Government in 1789, and shortly thereafter for widows and orphans of men who died in service. The provisions for veterans have become increasingly more gen-

erous over the years with respect to both veterans of earlier wars and more recent veterans.

Pensions have been paid at successively shorter intervals after each war to veterans with non-service-connected disabilities—usually at a lower rate than the amounts paid in service-connected cases. In the absence of a general social insurance system, it was perhaps to be expected that as large numbers of veterans reached the age when disabling in-

firmities become more frequent there would be strong pressures to broaden and liberalize eligibility for veterans' pensions. Such pressures have in the past been stronger in periods of economic depression. Non-service-connected disability pensions for veterans of World War II, however, were enacted in May 1944.

Medical services available to veterans have also gradually expanded. Special medical and institutional care for those suffering from service-con-

nected injuries are provided primarily in veterans' hospitals. Veterans with non-service-connected disabilities may also receive care at these hospitals if room is available and they cannot afford to pay for the care elsewhere. Since World War II, the Veterans Administration has also paid for care obtained under approved arrangements by veterans with service-connected disabilities from private physicians and dentists in their home towns.

In recognition of the disadvantage suffered by many young men and women in the interruption of their education by military service, a new type of benefit was provided for veterans of World War II and of the Korean conflict by the education program. This program provided for the payment of tuition and subsistence allowances for veterans taking courses in approved educational institutions. Millions of veterans have taken advantage of this opportunity, many of whom would have been unable to continue their education and training without such help. Another major new benefit provided to veterans of World War II and subsequently continued for Korean veterans was readjustment allowances—cash payments analogous to unemployment benefits and paid through the State unemployment insurance agencies. More than 9 million World War II veterans were aided over the period between discharge and reemployment in civilian life with the help of these benefits. Special provisions were also made to give veterans coming out of the service survivorship rights under old-age and survivors insurance, thus assuring them of protection for their families for a reasonable period until they could get into covered employment. Subsequently wage credits under old-age and survivors insurance were provided for all periods of service in World War II and through March 1956.

Immediately after the war special arrangements were made to provide temporary emergency housing for veterans by converting Government-owned trailers, barracks, Quonset huts, and so on. The approximately \$480 million of Federal funds paid to local bodies for such purpose is

not included in the figures shown in table 1.

Public Aid

In the colonial period and the early years of the Republic, the responsibility of the community for destitute persons whose needs were not taken care of by family or neighbors was carried out through the local poor relief system, the provision of almshouses or workhouses, or the indenture of orphaned or deserted children or adult vagrants to "worthy" families.

By the middle of the nineteenth century, growing social dislocations and the inadequacies of general almshouses and local poor relief led to action by some of the State governments. During the next few decades, special institutional arrangements were made in many States for children, the aged, and such groups as the blind, the deaf, and the mentally retarded. State departments of welfare with limited authority to set standards for local relief activities were established in a number of States.

Steps were also taken in some States and localities to provide income to needy persons outside institutions. State laws authorizing special pensions for the blind were adopted in Ohio in 1898, in Illinois in 1903, and gradually thereafter in a number of States. Mothers' pensions—cash payments to widows with young children to enable them to care for the children in their own homes—were strongly supported by social welfare groups and women's organizations. The first statewide mothers' pension law was enacted in Illinois in 1911; 18 States had enacted such laws by 1913. By 1934, there were mothers' aid laws in 46 States, the District of Columbia, Alaska, and Hawaii. Applicable at first only to orphan children, most of the laws were extended to provide aid also to children whose fathers had deserted or who were without support for other reasons. The majority of the laws, however, were permissive rather than mandatory on the local units; in all but a few States the costs were borne entirely by the counties or towns, and in many areas grants were never made

or those made were very inadequate.

The increasing number of industrial workers left without an income in old age was a matter of growing public concern from the end of the nineteenth century. A Massachusetts legislative commission, established in 1907, reported a substantial amount of old-age dependency but recommended against a public pension plan. A number of State survey commissions were set up in the next few years; the Pennsylvania commission of 1920-21 was the first to take a clear-cut position in favor of State assistance to aged persons without responsible relatives.

The Territorial Legislature of Alaska adopted an old-age assistance law in 1915. In 1923, old-age assistance laws were passed in Montana and Nevada. By the end of 1929, 11 States had old-age assistance laws. By 1934, laws were in effect in 28 States and in Alaska and Hawaii; 23 were mandatory on the localities, and 16 provided State financial aid. In many States, however, there were long residence requirements and other restrictive eligibility conditions, and the amount of aid actually provided was limited.

Emergency relief.—When the depression of the 1930's began, the country had a system of relief that was almost entirely locally administered and locally financed, except for the special categories of the aged, the blind, and children in some States. The rapid increase in relief loads in 1930 and 1931 placed an almost impossible burden on local—and particularly municipal—finances. The first shift in responsibility was to the States. By the middle of 1933 about half the States had appropriated funds for emergency relief, but State resources also were limited. In July 1932 the Reconstruction Finance Corporation, which had been set up in January of that year to provide financial aid to agriculture, commerce, and industry, was given authority to make loans to States for relief purposes.

By March 1933, it had become generally recognized that the Federal Government must assume responsibility for direct relief. The Civilian Conservation Corps was created on March 31 to provide useful work for

young people. In May the Federal Emergency Relief Administration was established and given authority to make grants to the States for both work relief and direct relief. In June 1933, Federal grants to the States for public employment offices became available under the Wagner-Peyser Act. In November 1933 the Civilian Works Agency was set up by Executive order and for 4 months operated directly a vast Federal work relief program, until the longer-range public works program could get into operation.

Federally aided public assistance programs.—The Social Security Act, which became law on August 14, 1935, set up a new Federal-State partnership in the provision of relief for needy persons. Federal grants-in-aid were provided for old-age assistance, aid to the blind, and aid to dependent children. As a condition for receiving a grant the State was required to have the program in operation in all parts of the State and to provide for financial participation by the State. The Federal Government matched State and local expenditures up to specified maximum amounts for an individual. The first grants to the States for public assistance were made in 1936, and during the next few years all the States put into effect approved plans for one or more of the categories. The maximum matchable amounts and the basis for matching have been

changed several times since enactment of the original legislation. In 1950, Federal grants were made available for aid to permanently and totally disabled persons who are needy. All States and the District of Columbia, Alaska, Hawaii, Puerto Rico, and the Virgin Islands now receive grants for old-age assistance, aid to dependent children, and aid to the blind; 41 of the States, the District of Columbia, Hawaii, Puerto Rico, and the Virgin Islands have approved plans for aid to the permanently and totally disabled. The level of assistance provided varies greatly from State to State even in the four federally aided programs and still more in the general assistance programs, supported entirely by State or local funds.

Social Insurance

Special retirement systems for State and local government employees, principally teachers, policemen, and firemen, were in existence in a few localities before 1900. The civil-service retirement system for Federal employees was established in 1920. By 1940 a majority of all public employees were covered by special staff retirement systems. At present about two-thirds of all public employees are members of such special systems, providing in most instances permanent disability benefits and a limited form of survivor protection as well as old-age retirement benefits.

Many of these public employees are now also covered or can become covered under old-age and survivors insurance.

Workmen's compensation.—The first social insurance program for workers in industry and commerce, in this country as in many others, was workmen's compensation, providing cash benefits and medical care for workers injured on the job and cash payments to the survivors of those who die as a result of work-connected injury or disease. Long before 1900, the toll of accidents in the mines and factories of the new machine age had begun to arouse concern. A workmen's compensation bill introduced in New York in 1898 and one introduced in Illinois in 1905 were defeated. The passage in 1908 of a Federal compensation act covering civilian employees of the Federal Government engaged in hazardous jobs gave stimulus to the movement for State laws. The first law to be held constitutional by the State courts was enacted in 1911; altogether 10 laws were enacted in that year, three in 1912, and eight in 1913. By 1920, workmen's compensation laws were in effect in 43 States, Alaska, and Hawaii. It was not until 1948, however, that all States finally had such legislation. The coverage and the adequacy of the benefits provided vary greatly among the States.

Unemployment insurance.—Unemployment insurance had been discussed in some of the States and in Congress during the 1920's but did not become an important issue until after 1930. An unemployment compensation law was passed in Wisconsin in 1932. Unemployment compensation or unemployment insurance laws were introduced in a number of States before 1935, but enactment was blocked by fear on the part of individual States of putting their employers at a competitive disadvantage.

The Social Security Act laid the basis for a nationwide system of unemployment insurance by providing for a uniform Federal excise tax on employer payrolls—for employers of eight or more—and for an offset up to 90 percent of the tax for employers covered by State unemployment

Table 2.—Social welfare expenditures under civilian public programs in relation to gross national product, fiscal years 1934-35-1953-54

Fiscal year	Gross national product (in billions)	Social welfare expenditures as a percent of gross national product						
		Total	Social insurance	Public aid	Health and medical services	Education	Other welfare services	Veterans' programs
1934-35	\$68.7	11.5	0.6	5.9	0.9	3.2	0.2	0.7
1935-36	77.6	9.6	.5	4.4	.9	3.1	.1	.6
1936-37	86.8	8.9	.5	4.0	.8	2.9	.1	.6
1937-38	88.0	9.2	.9	3.7	.9	3.1	.1	.6
1938-39	88.2	10.8	1.3	4.8	.9	3.1	.1	.6
1939-40	95.7	9.5	1.3	3.8	.8	2.9	.1	.6
1940-41	110.5	8.2	1.1	3.2	.7	2.6	.1	.5
1941-42	140.5	6.1	.9	1.9	.6	2.1	.1	.4
1942-43	178.4	4.1	.7	.8	.5	1.7	.1	.3
1943-44	202.8	3.5	.6	.5	.4	1.5	.1	.3
1944-45	218.3	3.6	.6	.5	.5	1.6	.1	.4
1945-46	202.1	5.8	1.3	.6	.5	1.8	.1	1.5
1946-47	221.5	7.5	1.2	.7	.5	1.9	.1	3.0
1947-48	245.0	7.7	1.2	.7	.6	2.2	.1	2.8
1948-49	260.5	8.2	1.4	.8	.7	2.4	.1	2.7
1949-50	263.0	9.0	1.8	.9	.8	2.8	.2	2.5
1950-51	311.8	7.6	1.5	.8	.8	2.5	.2	1.8
1951-52	336.8	7.4	1.7	.8	.8	2.5	.2	1.4
1952-53	358.4	7.3	1.8	.8	.8	2.5	.2	1.2
1953-54	360.6	7.9	2.3	.8	.8	2.7	.2	1.1

insurance laws. By June 1937, all 48 States, Alaska, and Hawaii, and Congress for the District of Columbia, had adopted unemployment insurance laws, and by July 1939 all were paying unemployment benefits. The cost of administration of the State unemployment insurance and employment services is financed by Federal grants to the States. Beginning with the fiscal year 1954, any excess of Federal unemployment tax collections over the amounts appropriated by Congress to finance the administration of the program will be automatically transferred to a special account and used for loans to States whose unemployment reserves are depleted or—when the loan account exceeds a stated amount—will be transferred to the State accounts in the unemployment trust fund.

In 1954 the Federal law was amended to cover workers in smaller firms (effective January 1, 1956) and Federal employees (effective January 1, 1955). About three-fifths of the total civilian labor force is thus covered by unemployment insurance. Again, there are marked differences among the States in the level of benefits provided.

Old-age and survivors insurance.—The Social Security Act also established a national old-age retirement system for workers in industry and commerce, financed by the contributions of workers and their employers. These contributions were first paid in 1937. Monthly benefit payments were originally intended to start in 1942, but in 1939 the act was amended to make the benefits payable beginning January 1, 1940. At the same time, the system was expanded to provide survivor benefits (life insurance) and benefits for dependents (aged wives and young children) of retired workers.

Amendments to the program in 1950 extended coverage to most urban self-employed persons, to regularly employed agricultural and domestic workers, and, on a voluntary group basis, to lay employees of nonprofit organizations and certain State and local government employees. Coverage was further extended, by amendments adopted in 1954, to farmers, most professional self-employed per-

sons, ministers (on a voluntary basis), and additional agricultural, domestic, and State and local government employees. Almost 9 out of 10 paid jobs are now covered by old-age and survivors insurance.

Benefit levels were raised in 1950 and again in 1952 and 1954 in response to rising prices and wage levels, and the retirement test was liberalized. In 1954 provision was made for "freezing" the benefit rights of persons who become permanently and totally disabled.

As of June 1955, benefits were being paid to 6.0 million persons aged 65 and over and to 1.5 million younger widows and orphans. About 1.4 million additional aged persons (of whom 300,000–400,000 had aged wives) were insured and entitled to draw benefits whenever they should retire. Nine out of 10 children in the country are assured of a continuing income in the event of their father's death.

Railroad programs.—A special national retirement system for railroad workers, which in effect took over the private pension obligations of the railroad companies, had been enacted in 1934 but declared unconstitutional the next year. A revised act, designed to overcome the objections raised by the Supreme Court, was adopted in August 1935. A special system of unemployment insurance for railroad workers was adopted in 1938. In 1946 the railroad programs were expanded to provide survivor and temporary disability benefits and to liberalize the permanent disability benefit provisions. The railroad retirement system has been partially coordinated with old-age and survivors insurance since 1946.

Temporary disability insurance.—Cash benefits during periods of temporary illness or disability became payable to workers in Rhode Island in 1943 and under the railroad program in 1947. Legislation providing or requiring employers and workers to insure for such benefits is now in effect also in California, New Jersey, and New York. One State, California, now provides hospitalization insurance in conjunction with its temporary disability insurance system.

Other Welfare Programs

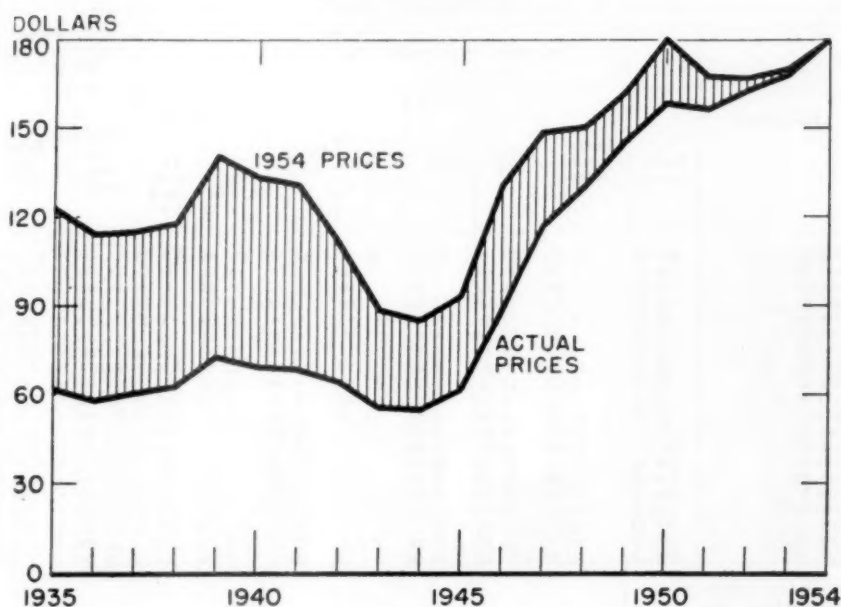
In terms of the size of the expenditures involved, the largest of the other welfare services included in this survey is the provision of institutional care (other than in medical institutions). Institutional care no longer is the major or the preferred method of meeting the needs of orphans or of most disabled or aged persons. Social insurance benefits and cash assistance payments now enable most such persons to live in their own homes or the homes of relatives. There are still, however, many aged or chronically ill persons who need the special services and protection of an institution. Most States and localities make provision for such care both through public assistance payments for persons in nursing homes and other institutions (included here under public assistance expenditures) and otherwise.

The Social Security Act provided grants-in-aid to the States for child welfare services in rural areas and areas of special needs. The amounts authorized have been increased from the \$1.5 million in the original act to \$10.0 million, but actual appropriations and grants have been somewhat less—about \$7.5 million in the fiscal year 1954. The States and localities spend considerably larger amounts on such services—including counseling and guidance services, work with courts and probational agencies, foster home care, and related services. The public funds spent to support the school lunch program also are included under "other welfare services" in table 1.

Of growing importance, though still relatively limited, is the program of vocational rehabilitation. The Federal Government first provided grants-in-aid to the States for vocational rehabilitation services in 1920. Public concern with the problems of the veterans of World War I, as well as the development of workmen's compensation and the rise of modern orthopedic surgery, provided the stimulus for the program. Twelve States had enacted laws providing vocational rehabilitation services for civilians before the passage of the Federal act, but only six had begun to function. Twenty-five States un-

Social Security

Chart 2.—Public social welfare expenditures per capita, actual and 1954 prices, fiscal years 1935–54



dertook such programs within a year after passage of the act, and all States now receive grants. Within the past few years a new impetus has been given to the program by the dramatic new advances in rehabilitative medicine made during and subsequent to World War II. Earlier and more extensive identification and referral of persons needing rehabilitation are resulting from the programs of aid to the permanently and totally disabled and the "disability freeze" in old-age and survivors insurance. Effective expansion of the program is held back, however, by lack of trained personnel and of modern facilities and organization. Total expenditures under the program were \$35 million in 1953–54.

Public Social Welfare Expenditures

Except during the depression of the thirties, social welfare expenditures under public civilian programs in this country have never accounted for as much as one-tenth of the total output (gross national product) of the economy. During the period 1890–1913 they amounted to between 2 percent and 3 percent of the gross national product, with education and veterans' benefits accounting for about 80 percent of all social welfare

expenditures. By 1929, with payments under workmen's compensation, public employee retirement systems, mother's aid, and old-age pension systems added to increasing expenditures for health and education, total social welfare expenditures were about 4 percent of the gross national product. Expenditures for education accounted for about 60 percent of the total spent for social welfare. More than 80 percent of all welfare expenditures in that year came from State or local funds, with veterans' benefits and Federal staff retirement plans accounting for almost all the Federal expenditures.³

The depression forced an immediate increase in public assistance and emergency relief programs. State and local governments spent almost \$900 million of their own funds on

³ The series shown in table 1 has not been developed for the years preceding the fiscal year 1934–35. Roughly comparable data for earlier years were estimated or derived from other series on government expenditures with adjustments for differences in classification. Estimates for 1913 were based on data from *America's Needs and Resources*, (Twentieth Century Fund, 1955), table 261, pages 626–628; estimates for 1890 and 1902 on data in R. A. Musgrave and J. M. Culbertson, "The Growth of Public Expenditures in the U. S., 1890–1948," *National Tax Journal*, June 1953.

direct relief in the fiscal year 1933–34 and about \$1.7 billion in 1934–35. The emergency Federal programs provided another \$2.0 billion and \$2.4 billion in these years. As a result, public aid alone was about as large in dollar terms as all social welfare expenditures had been in 1929; it represented a larger proportion of the diminished national output in 1934–35 than all social welfare expenditures had been of the gross national product in the earlier year (table 2).

The 20 years since the passage of the Social Security Act in 1935 have seen a sharp decline in public aid, a greatly decreased proportion of the national output devoted to all social welfare expenditures during the war years, a steady rise in social insurance payments largely as a result of the expansion and maturing of old-age and survivors insurance, and a large immediate postwar increase in veterans' programs.

In the fiscal year 1953–54, the most recent for which data are available, total social welfare expenditures as here defined came to just under 8 percent of the gross national product. Education was the only program except public aid for which expenditures were significantly lower in relation to the gross national product in 1953–54 than in 1934–35—2.7 percent in the more recent year and 3.2 percent in the earlier year.

While the portion of the national output devoted to welfare is a significant measure, a comparison of the ratio in a year of deep depression with that in a year of relative prosperity can be somewhat misleading if the difference in the real gross national product in the two periods is not kept in mind. The actual dollar expenditures under all social welfare programs except public aid have increased tremendously since 1934–35. A large part of the increase represents merely price inflation (chart 2). The total dollar figure for 1953–54 is more than three and a half times greater than that for 1934–35; when corrected for price change the increase is 81 percent (table 3). The population to be served by welfare programs also grew during the 20 years. When adjusted for population growth and price

change, total social welfare expenditures show an increase of 46 percent for this period. Measured in this way, only expenditures for public aid declined. Educational expenditures per child aged 5-17 in dollars of constant value increased 94 percent from 1934-35 to 1953-54, and health expenditures per capita rose 82 percent. The great increase was in social insurance payments under the Social Security Act.

The social welfare expenditure data used here include capital outlays for hospitals and for public elementary and secondary schools and publicly controlled higher education. Capital outlays for sewer and water system construction, totaling about \$700-\$900 million a year in recent years, are not included, although current operating expenditures for community health and sanitation programs are included in the total for health and medical services. For earlier years, it has not been possible to separate capital outlays from other expenditures for health and education; the amount of such outlays in the last 5 years is shown in table 4.

Because of the tremendous increase in government expenditures for all purposes—resulting largely from two world wars and continuing military and international activities—social welfare expenditures today represent a considerably smaller proportion of all government expenditures than was the case 20 years ago (table 5 and chart 3) or some years earlier. Social welfare expenditures as here defined were a little more than one-third of all government expenditures in 1890, about one-third in 1902 and 1913, and about 40 percent in 1929. In the depression year 1934-35 they rose to 60 percent. In 1953-54 they took 28 percent of all the dollars paid out by government.

These figures relate to all levels of government combined. State and local social welfare expenditures (from their own funds) represent a significantly larger portion of all State and local expenditures today than they did in 1929 or earlier—about 60 percent today, compared with about 40 percent in the earlier periods. When Federal grants-in-aid to the States are also taken into

Table 3.—Social welfare expenditures per capita under civilian public programs, actual and 1954 prices, fiscal years 1934-35—1953-54

Fiscal year	Per capita ¹ social welfare expenditures							Social welfare expenditures in 1954 prices	
	Total	Social insurance	Public aid	Health	Other	Veterans	Education		Total ² (in thousands)
							Per capita	Per child aged 5-17	
1934-35.....	\$62.08	\$3.03	\$32.00	\$5.06	\$0.90	\$3.55	\$17.54	\$70.78	\$15,619.0
1935-36.....	58.27	3.33	26.46	5.21	.90	3.76	18.61	75.89	14,584.5
1936-37.....	60.39	3.68	26.72	5.64	.90	3.78	19.68	81.32	14,803.1
1937-38.....	62.92	6.12	25.11	5.80	.90	3.82	21.17	89.01	15,296.1
1938-39.....	73.13	8.55	32.46	6.19	.97	3.94	21.03	90.27	18,368.6
1939-40.....	69.46	9.26	27.86	6.09	1.01	4.08	21.18	92.77	17,569.0
1940-41.....	68.92	9.63	26.49	5.73	1.17	4.06	21.83	97.02	17,245.8
1941-42.....	64.83	10.01	20.86	6.02	1.22	4.09	22.63	101.54	14,697.9
1942-43.....	56.10	9.35	11.49	6.23	1.20	4.30	23.53	105.22	11,525.8
1943-44.....	55.20	9.75	8.15	7.06	1.41	4.90	23.92	106.40	10,844.8
1944-45.....	61.90	10.35	8.16	7.83	1.68	7.19	26.68	119.68	11,889.0
1945-46.....	88.73	19.37	8.64	8.29	1.85	22.67	27.91	130.57	17,429.5
1946-47.....	117.77	18.90	10.26	8.48	1.98	47.62	30.54	149.43	20,941.9
1947-48.....	130.32	19.91	11.82	10.38	2.27	47.82	38.13	187.57	21,625.1
1948-49.....	146.09	24.81	14.26	13.19	2.53	47.88	43.42	212.68	23,839.2
1949-50.....	158.52	31.72	16.72	14.41	2.83	43.89	48.96	239.52	26,821.1
1950-51.....	156.42	31.61	17.16	15.91	3.54	36.55	51.66	250.77	25,229.1
1951-52.....	163.14	37.29	16.97	17.07	4.57	31.01	56.24	265.39	25,417.7
1952-53.....	168.40	42.57	17.62	17.69	4.57	27.28	58.66	268.19	26,287.4
1953-54.....	179.66	52.12	17.61	18.26	4.63	26.12	60.93	272.53	28,307.4
Percentage change, 1954 from 1935: Actual expenditures.....	+189	+1,620	-45	+261	+414	+636	+247	+285	+260
Expenditures in 1954 prices.....	+46	+767	-72	+82	+159	+271	+75	+94	+81

¹ Per capita figures relate to total civilian population of continental United States as of end of December.
² For actual expenditures, see table 1.

account, the increase in State and local responsibilities for the operation and administration of social welfare programs is impressive.

Veterans' benefits alone accounted for 40 percent of all Federal Government expenditures in 1890. Federal expenditures for social welfare, still primarily veterans' benefits, were a little more than 20 percent of all Federal expenditures in 1913 and 25-30 percent in 1929. Federal welfare expenditures amounted to 16 percent of all Federal expenditures in 1953-54.

The commitments embodied in the old-age and survivors insurance legislation mean a considerable expansion in that program in the future, as recent coverage extensions take full effect and as, with the passage of time, increasing proportions of the persons reaching age 65 have insured status under the program and a larger proportion of the population is aged 65 and over. Whether benefit levels keep up with increasing productivity will depend on action by Congress, although the present schedule of financing assumes such increases. It is more difficult to

foresee whether the State-administered social insurance programs—workmen's compensation, temporary disability insurance, and unemployment insurance—will expand in such a way as to decrease the present very great differences among the States in coverage and benefit adequacy and also keep up with rising productivity and wage levels.

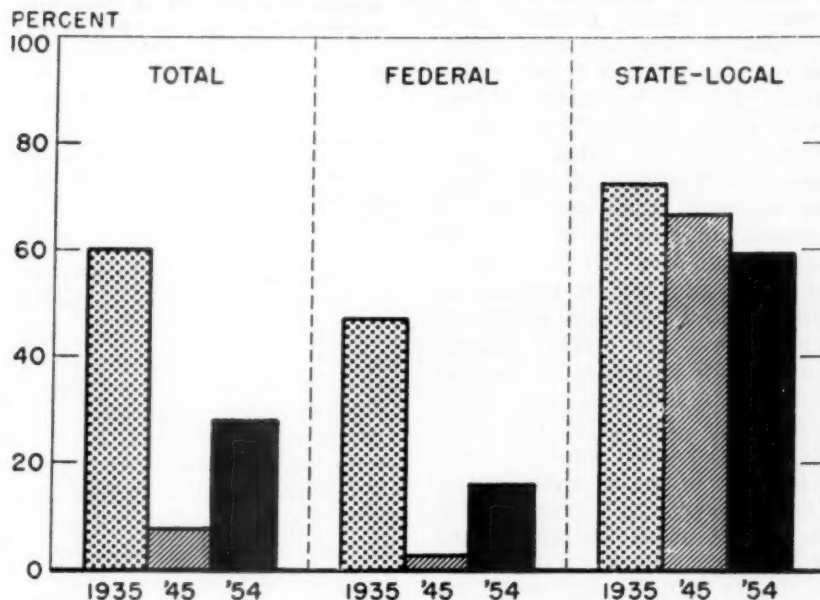
With the further growth of social insurance, a continuing, gradual decline in the proportion of the national output that will need to be devoted to public assistance seems probable, although existing inadequacies—particularly in the provision of medical care and of family social services—suggest that the decline may not be so great or so rapid as is sometimes assumed.

The consequences of the postwar increase in the birthrate have only begun to hit the schools. Whatever the birthrate proves to be in the next 2 decades, the need for a further expansion of public expenditures for education seems clear.

With increasing medical knowledge, it seems inevitable that there will be an increase in medical services.

Social Security

Chart 3.—Public social welfare expenditures as a percent of government expenditures for all purposes, fiscal years 1935, 1945, and 1954¹



¹ See table 5 for percentages for all fiscal years 1935-54.

The responsibility of the public health program for medical research and for preventive measures, in particular, cannot remain static in an atomic age.

The potential contributions of other kinds of social services to general health and welfare are only coming to be realized. In this area, the need to allow time for the development of new knowledge and the training of skilled personnel may be the greatest brake on advance.

Private Expenditures for Welfare

Organized private provisions for health, education, and welfare have also grown in recent years. Information on private spending for social welfare purposes is scattered and incomplete. It is, however, possible to get a general picture of the relationship between public and private social welfare expenditures. The character of the relation varies greatly among the health, education, and welfare fields.

Between 75 percent and 80 percent of all expenditures for education in the United States today are from public funds. The proportion has not varied greatly since 1929 except during the depression years, when private educational expenditures fell

off sharply. Private expenditures for education in 1953-54 included about \$0.5 billion for construction and \$2.5 billion in current expenditures, primarily tuition fees paid by individuals. Of the current expenditures, about 40 percent was for higher education, about a third for elementary and secondary education, and about a fourth represented fees to business, trade, and correspondence schools and foundation expenditures for education and research. Philanthropic contributions to educational institutions, including individual and corporation gifts and foundation expenditures, may have amounted to about \$500 million in 1953-54.

For health expenditures as a whole, the situation with respect to the proportion of funds from private and public sources is almost the reverse of that for education. Private expenditures for medical services, plus private funds for hospital construction, amounted to about \$11.0 billion in 1953-54. If hospital and medical care expenditures under the veterans' and workmen's compensation programs and direct payments to vendors under public assistance are included with the health and medical service figures shown in table 1, total public expenditures for civilian health services in 1953-54

amount to \$4.1 billion or about one-fourth of public and private medical care expenditures combined. In 1935, public expenditures had also been about this proportion of the total; in 1945, they were something under 20 percent. Medical care expenditures for veterans were still relatively low in 1945 (medical care provided by the military establishments is excluded from this series); such expenditures have increased substantially in recent years, along with Federal and State funds for hospital construction, for research, and for public health activities.

Most private expenditures for medical care represent direct payments by the consumers to the providers of service. Of the almost \$10 billion spent privately for medical services in the calendar year 1953, however, slightly less than 20 percent was covered by insurance or prepayment arrangements. While a considerable part of this insurance was individually purchased, much of it was group insurance provided through employer-sponsored or collectively bargained employee benefit plans, consumer cooperative groups, or otherwise.⁴ Probably about \$500 million was paid by private charitable organizations for medical services received by medically indigent or other special groups.

Organized provision for income maintenance in periods of retirement, sickness and disability, or unemployment or death of the family breadwinner is made primarily through the public programs. Just how much informal sharing there is among relatives and friends or even to what extent families are able to draw on individual savings in various contingencies is not known with any exactness. It is known that many families have no substantial cash savings or insurance and must therefore rely either on contributions from relatives or friends or on organized programs to carry them through periods when earnings are interrupted or cease.

Private employee benefit plans considerably antedated the Social Security Act. There were mutual benefit

⁴ "Voluntary Insurance Against Sickness: 1948-53 Estimates," *Social Security Bulletin*, December 1954.

Table 4.—Capital outlays from public funds for schools and hospitals, fiscal years 1949-50—1953-54

[In millions]

Fiscal year	Total	Schools ¹	Hospitals	
			Veterans ²	Other
Total:				
1949-50.....	\$1,532.7	\$1,014.2	\$156.2	\$362.3
1950-51.....	1,809.5	1,259.1	106.4	444.0
1951-52.....	2,039.6	1,477.3	115.2	447.1
1952-53.....	2,396.0	1,855.6	90.0	420.4
1953-54.....	2,576.7	2,106.4	52.2	358.1
From Federal funds:				
1949-50.....	222.4	5.9	156.2	60.3
1950-51.....	225.5	9.1	106.4	110.0
1951-52.....	303.2	61.9	115.2	126.1
1952-53.....	342.0	140.6	90.0	111.4
1953-54.....	298.3	150.0	52.2	96.1
From State and local funds:				
1949-50.....	1,310.3	1,008.3	—	302.0
1950-51.....	1,588.0	1,250.0	—	334.0
1951-52.....	1,736.4	1,415.4	—	321.0
1952-53.....	2,024.0	1,715.0	—	309.0
1953-54.....	2,278.4	2,016.4	—	262.0

¹ Includes capital outlays for public elementary and secondary schools and publicly controlled higher education.

associations among various crafts in this country in the eighteenth century. In the 1890's a number of trade unions established homes for their aged members and shortly afterward began to experiment with retirement benefit systems. About the same time, first the railroads, then a few other large corporations, set up private pension plans for their employees.

During the past 20 years, and especially the last 10 years, there has been a tremendous expansion of private employee benefit plans. It is estimated that about 13 million workers were covered by pension plans at the end of 1954 (another 2 million were covered by profit-sharing plans that provide retirement benefits). The accumulated assets of private pension funds are estimated to be about as large as the amount in the old-age and survivors insurance trust fund. The age and disability pensions paid by private plans in 1954, however, amounted to about \$500 million, compared with the \$2.7 billion paid in retirement benefits under old-age and survivors insurance (benefits to retired workers and their dependents only). Private pensions are in a great many cases paid only to workers who have been with a single company for a considerable

number of years and are with the company at the time they retire. Furthermore, many pension plans are relatively new and only beginning to build up their benefit rolls.

There are no estimates of the amount of life insurance, or survivor benefits, paid by private benefit plans. The Institute of Life Insurance estimates that death benefit payments under group life insurance amounted to \$500 million in 1954, and under all types of policies, including those individually purchased, to \$2 billion. The average amount of private life insurance for families having such insurance was about \$8,500. The amount of life insurance provided under employee benefit plans is ordinarily equivalent to 1 or occasionally 2 years' salary. Few private plans attempt to pay automatic continuing survivor benefits similar to those paid under old-age and survivors insurance. Most pension plans do permit a retiring worker to obtain a potential survivor benefit for his wife by taking an actuarially equivalent reduction in his own annuity; survivor payments of this type are included in the estimates of total private pension payments given earlier.

Private cash sickness insurance payments (not including payments by private carriers or self-insurers under the public laws of California, New Jersey, and New York) also amounted to about \$500 million in 1954. This figure includes cash sickness benefits paid by fraternal societies and union health and welfare funds as well as by commercial insurance carriers under both group and individual policies (the latter accounted for about \$200 million). In addition, between \$700 million and \$800 million was paid in sick leave by private employers and by Federal, State, and local government agencies. Payments under the railroad and four State temporary disability insurance systems in 1954 were about \$260 million.

It is too early to estimate how much in the way of supplementary protection against unemployment may become payable under guaranteed annual wage plans, but it seems safe to assume that in the area of unemployment insurance the public

Table 5.—Social welfare expenditures under civilian public programs as a percent of government expenditures for all purposes,¹ fiscal years 1934-35—1953-54

Fiscal year	Social welfare expenditures			
	Total, as a percent of government expenditures for all purposes	From Federal funds, as a percent of Federal Government expenditures for all purposes		From State and local funds, as a percent of State and local expenditures for all purposes ²
		All programs	All programs other than veterans ³	
1934-35.....	60.1	47.1	39.9	72.4
1935-36.....	49.7	38.8	32.4	61.3
1936-37.....	51.0	42.8	36.3	59.0
1937-38.....	52.7	41.6	34.5	62.4
1938-39.....	52.6	42.0	36.3	63.5
1939-40.....	49.4	36.2	30.3	62.8
1940-41.....	39.8	24.2	0.3	64.2
1941-42.....	19.5	8.6	7.0	63.8
1942-43.....	8.1	2.7	2.0	62.6
1943-44.....	6.7	2.1	1.4	63.8
1944-45.....	7.5	2.5	1.5	66.6
1945-46.....	16.0	7.4	2.5	68.3
1946-47.....	33.5	23.7	5.6	64.7
1947-48.....	36.2	24.1	6.6	63.8
1948-49.....	36.4	23.8	7.3	64.5
1949-50.....	37.1	23.1	8.4	61.6
1950-51.....	34.4	21.3	9.8	62.2
1951-52.....	26.8	14.6	7.7	60.5
1952-53.....	25.2	13.8	8.3	59.4
1953-54.....	28.1	15.9	10.2	59.4

¹ Expenditures from general revenues and from social insurance trust funds; because a substantial portion of non-Federal workmen's compensation and temporary disability insurance payments are made through private insurance carriers, they have been omitted in computing percentages relating to total and to State and local government expenditures.

² State and local government expenditures include expenditures from State accounts in the unemployment trust fund but exclude Federal grants-in-aid.

programs will continue to provide most of the protection that is available.

Payments under private group insurance or benefit plans and including paid sick leave thus amounted to about \$2 billion in 1954 (calendar year), compared with almost \$9 billion under social insurance and related programs excluding veterans' pensions and compensation are included. The public and private payments provided very different risk coverages. About half the private benefit payments represented insurance against loss of earnings because of temporary disability—a risk that is covered to only a very limited extent by public programs. The public programs provided all the unemployment benefits and most of the retirement benefits. Survivor benefit payments under the public programs (including veterans') were about \$1.8

(Continued on page 31)

Twenty Years of Social Security

by EDWIN E. WITTE*

Dr. Witte was Executive Director and Secretary of the President's Committee on Economic Security that in 1934-35 laid the groundwork for the Social Security Act. For the commemoration of the act's twentieth anniversary Dr. Witte reviewed the work preceding the enactment of the original law and commented on developments since then. His address is presented in the following pages.

SOME people have referred to me as "the father of social security," but I merit this title less than many others do. Social security, like most other major social advances, has been the product of the endeavors and work of many people over a long period of time. The contributions made by any one person have been so commingled with those of many others that the end product cannot be attributed to any individual or group of individuals. This statement holds true of the report and recommendations and the original bill that were presented to Congress in January 1935. Congress changed this measure in many material respects but after extended consideration finally passed the social security bill by overwhelming majorities from both parties in both Houses, and the legislation was signed by the President on August 14, 1935.

That was only the beginning. After enactment, the task remained of putting flesh and blood on the bare skeleton of social security sketched in the Social Security Act, and of nurturing the infant and fostering its growth to the lusty size it has now attained. That has been the work of the administrators and of the members of the social security advisory committees and of many others who have taken an active part in the improvement of social security in the United States and, not least, of the congressional committees concerned with this subject and of the Congresses and the Administrations of the past 20 years.

I shall not mention many names, in part because I hold the view that much of the credit belongs to the hundreds, yes, thousands, of unpublicized faithful public servants who have done the bulk of the actual work, despite many discouragements. I cannot refrain, however, from publicly expressing my pleasure at the appointment of Marion Folsom as Secretary of Health, Education, and Welfare, and with the fine service Charles I. Schottland is rendering as Social Security Commissioner. Mr. Folsom has been an active participant at every stage of the legislative development of the Social Security Act. Perhaps no one has influenced congressional action as much as he; and, while I have not always agreed with every position he has taken, his influence has been very much to the good. Mr. Schottland, like his predecessors, is a career public servant, who has risen to the top by the fine work he has done in this field. It is fortunate that these men are now in the driver's seat and have the confidence of the President at a time when new proposals for further improvements in the American system of social security are pending.

My most extensive connections with the development of our social security program were during the formulation and enactment of the original Social Security Act, when I served as Executive Director of the President's Committee on Economic Security, and—less importantly—in the early years of the administration of the program, when I was a member of the Advisory Council on Social Security of 1937-38 and a consultant to the Social Security Board. Ever since, I have kept in touch with developments as best I could, have

taught university courses in this field, often have lectured on the subject, and have written many articles. But it is as to the beginnings of social security that I am best posted and that I shall principally discuss.

Background of the Act

The term "social security" was not in general use until the House Ways and Means Committee, quite by chance, included the title "The Social Security Act" in the substitute it recommended in March 1935 to the Administration's economic security bill. But the basic ideas underlying the act were age-old, and many of the institutions now included within "social security" were in operation in this country long before the enactment of this legislation. Abroad, while the term "social security" was not applied generally to them until the International Labor Office adopted the term in 1940, social security institutions dated back to the early modern period, and substantially every form of social security we now have in this country, as well as others we still do not have, was widely prevalent before the enactment of the Social Security Act.

What we now call "public assistance" was established in every colony early in its history in the form of "general assistance," under the old English designation of "poor relief." That also was done in the later States, in their earliest days. The principle that when people have no other means of subsistence they must be supported from public funds has always been a part of the American way of life.

Until the late nineteenth century, poor relief was undifferentiated aid to the needy, but in the last decades of that century and in the first decades of the present century specialized forms of public assistance were developed taking account of the peculiar situation and needs of clearly distinguishable groups among the people in need. Before Federal aid was extended in the Social Security Act, we had, in a majority of

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the States, soldiers' aid, aid to the blind, aid to dependent children, and old-age assistance. We had also made beginnings with some of the social services, which today are regarded as either included within social security or closely related to it—notably vocational rehabilitation, public employment offices, maternal and child health and child welfare services, and still other forms of public health and medical care services. The several public assistance and social services programs were State-established and controlled but locally administered and financed. Total expenditures for these purposes were by no means negligible and were increasing throughout the prosperous twenties. The National Government had a large veterans' pension and hospitalization program and gave aid to the States for vocational rehabilitation and from 1922 to 1929 also for infant and maternal health services.

Social insurance institutions, as distinguished from public assistance and social services financed from general tax revenues, were of later development, but some forms also antedate the Social Security Act. All but two States, and also the National Government for several groups of workers, had workmen's compensation laws. The United States Government and some States and a considerable number of local governments had retirement annuity systems for some public employees. There were quite a few industrial, trade union, church, and other private pension systems and a number of what we would now call health and welfare plans, plus commercial insurance annuities and health and accident insurance. But we were far behind European countries in the development of social insurance.

In the first years of the 1930's, the principle was established that the relief of the needy is a responsibility of government at all levels. That came about because relief became such a tremendous financial burden that many local governments were bankrupted and even many States could not carry the load. State governments came to the rescue in 1931; the National Government with the enactment of the emergency relief act of July 1932. From 1933 on, the

National Government carried the major responsibility for providing for the needy down to World War II.

In the early years of the depression, also, greatly increased interest developed in unemployment insurance, old-age security, and health insurance. Previously, support for these social security institutions came principally from so-called intellectuals. The American Federation of Labor supported workmen's compensation but was on record against social insurance, although quite a few of its affiliates supported both unemployment insurance and health insurance. In 1932 the American Federation of Labor reversed its position, coming out in favor of unemployment insurance. In the 1932 presidential election the Democratic Party committed itself in its national platform to "unemployment insurance through State action." The Republican National Committee took the same position in 1934.

Bills for Federal aid for old-age pensions and to encourage States to enact unemployment insurance laws mustered strong support in Congress. The Dill-Connery bill for Federal aid, up to a maximum of \$10 million per year, to defray one-third of the costs of old-age assistance was considered by Congress both in 1933 and 1934. The Wagner-Lewis bill, providing for the encouragement of unemployment insurance through the levy of a Federal tax on employers with a credit for amounts paid to State funds, received extensive hearings from a subcommittee of the House Ways and Means Committee in March 1934 and was endorsed by President Roosevelt in a public letter to Chairman Doughton.

In a very real sense the Social Security Act developed out of the Wagner-Lewis bill. Late in May 1934 the matter of whether serious attempt should be made to get Congress at that late stage of its session to enact this measure was discussed at a Cabinet meeting. It was decided to make no such attempt but instead to make social security a major issue in the coming congressional elections and to bring in a comprehensive social security measure at the opening of the first session of the next Congress.

Committee on Economic Security

The President on June 8, 1934, in the first of his social security messages, stated that he was creating a Committee on Economic Security to study the entire problem in the interim. The social security measure he promised to present to Congress in January 1935, the President stated, would make provisions both for unemployment insurance and old-age security, and health insurance and all other aspects of social security would be carefully studied and, perhaps, included in the measure.

The Committee on Economic Security was not established until more than a month later. The Committee consisted of the Secretary of Labor as Chairman, the Federal Emergency Relief Administrator, the Secretary of the Treasury, the Secretary of Agriculture, and the Attorney General. Since then the selection of Cabinet members for this Committee has been criticized on the ground that these high-ranking officials had so many other duties that they could not devote time to the details of the subject. That is true, although several of the members gave a very great amount of time to the work of the Committee, particularly the Chairman, Miss Perkins, who deserves to be known as the "mother" of social security.

As I had opportunity to observe, the selection of Cabinet officers as the group having final authority, plus the President's calling for the Committee's recommendations, was the factor that more than anything else made possible the fulfillment of the promise that a comprehensive social security bill would be presented in January 1935. When the decision had to be made as to the bill to be recommended, none of the final staff reports had been completed, and there was still wide disagreement as to some of the recommendations to be made. The Cabinet Committee, however, hammered out unanimous decisions because, as Miss Perkins frequently reminded the members, they had agreed in the Cabinet meeting in May that the Administration would have a comprehensive social security bill ready in January and had gotten the President out on a

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limb, so they had to reach decisions and do so without dissents.

Several additional advisory committees were organized by the Committee on Economic Security. Among these the most publicized was the Medical Advisory Committee, constituted of the presidents and other representatives of all major medical organizations. Very important also was the Committee of Actuarial Consultants, organized at the suggestion of the actuarial societies and the insurance companies; the most active member was M. A. Linton, who ever since has been most influential in the development of American social security legislation. Among the other advisory committees were the Public Health Advisory Committee, the Hospital Advisory Committee, the Advisory Committee on Public Employment and Public Assistance, the Committee on Child Welfare, and the Nursing Advisory Committees. All these committees actually functioned and made real contributions in the fields suggested by their titles. It is literally true that just about everybody who had ever written anything on social security and representatives of all interested organizations were drawn into the work of the Committee on Economic Security.

The Cabinet group, which was legally the Committee on Economic Security, was flanked by two subordinate committees, and more were established later. One of these was the Technical Board under the chairmanship of the then Second Assistant Secretary of Labor, Arthur Altmeyer. This Technical Board consisted of representatives from the departments whose heads constituted the Committee on Economic Security, and everybody else in the Government service who was known to have any special knowledge in any aspect of social security—people like Josephine Roche, William M. Leiserson, Alvin Hansen, Winfield Riefner, and Jacob Viner. The members of the Technical Board, functioning as a committee through an executive committee and five subcommittees and as individuals, devoted a large amount of their total time to this work and kept close contact with both the Committee on Economic Security and

the staff. The final recommendations of the Committee followed closely decisions of the Technical Board.

The second group advisory to the Committee on Economic Security provided for in the Executive Order was the Advisory Council on Economic Security. This was composed of citizens outside of Government, appointed by the President and representing labor and industry and just about every other interested group, with President Frank Graham of the University of North Carolina as chairman. The Advisory Council was such a large group and met so infrequently that its influence on details of the recommendations was much less than that of the Technical Board. But it was of great value in acquainting the organizations represented and the public generally with what was under consideration, and some individual members, like Mr. Folsom, kept close contacts with the Committee and its staff and made direct, important contributions to the program.

Serving much the same purpose as the Advisory Council on Social Security, but making no recommendations, was the 2-day National Conference on Social Security conducted in Washington in November. This brought together several hundred people known to be interested in social security, with addresses by specialists other than those regularly active in the work of the Committee, among whom were John B. Andrews, Abraham Epstein, and Paul Douglas—pioneers in the movement for social security in the United States.

Every known specialist, not already in Government service, was sought for employment on the staff of the Committee on a full- or part-time basis. The Committee had a total allotment of only \$87,500 for its work, including the expenses of all its advisory groups. After it had made its report, the Committee on Economic Security was continued, with a reduced staff, to be helpful to the congressional committees and to the States in preparing necessary supplemental legislation. Its total expenditures were \$145,000—a small sum compared with those of more recent study and investigating com-

mittees. Besides being able to pay but modest salaries, the Committee had the further difficulty, in recruiting a staff, that many of the people it wanted had positions that they could not leave. But the Committee succeeded in bringing together a notable staff. All of the more than 100 men and women who faithfully served on the staff of the Committee on Economic Security cannot be mentioned on this occasion. Suffice it to name division heads and some of the best known of the other staff members and consultants: Bryce M. Stewart, Merrill Murray, and W. R. Williamson on unemployment insurance; Murray W. Latimer, Mrs. Barbara N. Armstrong, J. Douglas Brown, Otto Richter, and Robert J. Myers on old-age security; Meredith B. Givens, Mrs. Eveline M. Burns, and Ewan Clague on employment opportunities; Edgar Sydenstricker and I. S. Falk on health insurance. I was the Executive Director in charge of the selection and work of the staff and the Secretary of the Committee. Dr. Joseph B. Harris, now of the University of California, was the assistant director, and Willbur J. Cohen my personal research assistant; Thomas Eliot was the Committee Counsel and the man who drafted the economic security bill that the Administration presented to the Congress.

The staff, under the guidance of the Technical Board, undertook studies of many different aspects of social security, the need therefor, experience abroad and in the United States, including private systems, alternative programs, and problems of administration to be anticipated—all directed toward the recommendations to be made by the Committee. This was far too extensive a group of studies to be completed exhaustively in the short time allotted to the Committee. Preliminary reports were made by all staff divisions by the end of September.

The President had stated that he would have to have the complete recommendations of the Committee by December 15. So the goal was set that all staff reports must be ready by December 1. None were actually ready by that time; some not until after the economic security

bill had been introduced in Congress.

The Committee on Economic Security could not delay and after December 1 started a series of meetings to decide on its recommendations. At this stage the members of the staff and of the Technical Board who were specialists in the several fields of social security met with the Committee to present their views. Decisions on all major issues were reached not long after December 15, and it was my responsibility thereafter to prepare the Committee's Report in accordance with its decisions. A draft of the Report was presented to the President by Miss Perkins and Mr. Hopkins (Federal Emergency Relief Administrator) on the afternoon of December 24. After a long session, in which he went into every detail of the recommendations, all were approved by the President.

But the Report was still unsigned, and getting the signatures of the members of the Committee proved a difficult task. Several of the Cabinet officers constituting the Committee at this stage asked subordinates, who had had little or no prior contact with the work of the Committee, to go over the tentative report. As is human nature, many of them found things to criticize and disagreed with some of the recommendations. For some time it was doubtful whether all of the members would sign, although all had agreed upon the recommendations. In the end they all signed, without any dissents, but did so only on the last day before the Report went to Congress. The Administration bill conforming with the Report was drafted in the same period. Before the Report went in, the President again carefully went over all details and contacts also were made with congressional leaders. When the Report and bill actually went in, all Committee members and also the principal staff members knew that in one important respect, that of the financing of old-age insurance, a basic change would have to be made to meet objections of the President and congressional leaders. That was the origin of the Morgenthau amendment, making old-age insurance self-financed, which was presented by Secretary Morgenthau to the Ways and Means Com-

mittee of the House. This was a change agreed upon by all members of the Committee on Economic Security although it was objected to by many of the staff people.

Congressional Action

The President transmitted the Report of the Committee on Economic Security to the Congress, with his strong endorsement, in a special message on January 17, 1935. The Administration bill incorporating these recommendations was introduced on the same day by Senator Wagner and by Representatives Doughton and Lewis. In his special message, the President urged that Congress act quickly on this bill, as the social security program called for State action after the Federal legislation had been passed and the legislatures would be in session only a few months. Hearings were promptly begun in both Houses and were completed in a few weeks. Consideration of the bill in executive sessions of the House Ways and Means Committee was begun by the middle of February. But then the bill bogged down, and it was April before the House Committee reported favorably a substitute to the Administration bill, to which it gave the title "The Social Security Act." After long debate and votes on many amendments, the House passed the bill on April 19 by the overwhelming majority of 371 to 33. In the Senate there were further delays, and it was not until the middle of June that the bill was passed in that body, although only six Senators voted against passage. The Senate, moreover, adopted the Clark amendment, which exempted from old-age insurance taxes those employers who had established industrial pension systems. The House would not accept that amendment, and it was not until August that the conference committee agreed to drop the Clark amendment. A further obstacle developed in that it was then so late in the session that, when Senator Long staged his longest filibuster, the appropriation to put the Social Security Act into effect could not be acted on in the Senate, and it was not until February 1936 that such an appropriation was made.

As you know, the President signed the Social Security Act on August 14, 1935, and soon thereafter appointed the first Social Security Board. With personnel borrowed from other agencies, the new Board got started in a small way in the work of administration during the rest of that year. It started going places the next year, when it got funds of its own, and the pace was quickened after the November 1936 election. Then in May 1937 came the decisions of the United States Supreme Court upholding both old-age and unemployment insurance.

This completes my recital of the general outline of the development of the original Social Security Act. I should say something, however, about the long delay in the enactment of this legislation. The overwhelming majorities for passage in both Houses are deceptive. For months there was real doubt whether any social security legislation would be enacted and still more what sort of a measure would emerge. Part of the difficulty was traceable to the continued depression.

Some of the Problems

The depression at one and the same time made the passage of the Social Security Act possible and made its enactment difficult. Because we were in the midst of a deep depression, the Administration and Congress were very anxious to avoid placing too great burdens on business and also to avoid adding to Government deficits. It was these considerations that resulted in the low beginning social security tax rates and the step-plan of the introduction of both old-age and unemployment insurance and also in the establishment of completely self-financed social insurance programs, without Government contributions—to this day a distinctive feature of social insurance in this country.

Having the effect of delaying action on the social security bill also was the great popular support developed for the Townsend Plan. Originally only a small movement for large pensions to be provided by the State of California, the Townsend Plan became a national proposal after the President's social security

Social Security

message of June 8, 1934. Spreading like wildfire, it deprived the Administration's social security proposals of the support of the old people, who were among its greatest beneficiaries. There were but few members of Congress who considered the Townsend Plan feasible but many who felt that voting for the moderate Administration program would only earn them the enmity of most older citizens. Similar were the effects of the criticisms voiced by many supporters of social security from the ranks of "intellectuals" who were dissatisfied with some details of the proposed legislation. The WPA bill providing for a great work-relief program was a companion Administration measure in this session of Congress and drew fire from both the conservatives and from labor, and until this measure was out of the way the social security bill could not be moved. There was also some feeling against the economic security bill precisely because it was an Administration measure and came to Congress fully drafted. That was one reason why the Ways and Means Committee recommended a new bill and gave it a new name. And at all stages there hung over the social security bill uncertainty as to its constitutionality. These doubts were increased during the pendency of this bill in Congress by the decision of the Supreme Court holding the Railroad Retirement Act to be unconstitutional.

That the Social Security Act ever passed and so nearly unanimously, in spite of the many obstacles, also was due to many factors. Foremost was the great need for this legislation, which was so very apparent because of the depression. While most of the millions who would benefit were not at all vocal and many knew little or nothing about the social security proposals, many influential citizens came out strongly for passage and important groups left no doubt about their support: the church people, the women's organizations, the public health officials, organized labor, and progressive employers. Counting most was the insistence of the President and the loyal and intelligent support of such congressional leaders as Chairman Doughton and Representatives Vin-

son, Cooper, and McCormack of the House Ways and Means Committee and Senators Harrison, Couzens, and La Follette of the Senate Committee on Finance, Senate Majority Leader Robinson, and Vice President Garner. Academic people are prone to give all the credit for social reforms to their original proponents, but, clearly, more should go to the men in public life, who risk their political future in championing and enacting these measures, and to the administrators who make the programs work—men like Arthur Altmeyer, John Winant, and, more recently, John Tramburg.

This also is to be said: While not then apparent, the timing of the Social Security Act was most fortunate. I doubt very much whether this or any similar measure could have passed, at least for many years, had it come before Congress later than 1935; also, whether it would have been held constitutional had this question come before the Supreme Court earlier than 1937.

It has been suggested to me that I should say something about the reasons for the major decisions incorporated in the original Social Security Act. I can touch on only a few of these.

First, it should be noted that in the stage when the first proposals were hammered out, by far the greatest interest was in unemployment insurance. In Congress, the great interest was in old-age security. Sensing this, Thomas Elliot, the Committee's Counsel, made Federal aid for old-age assistance title I of the Administration's bill, with the effect that nearly all of the discussion centered around that proposal. Federal aid for old-age assistance was immensely popular, with Members of Congress concerned principally about minimizing the degree of Federal control.

Old-age insurance was afforded only secondary attention at every stage of the legislation, except for the question of constitutionality. It was favored principally as a program that would keep the financial burden of providing necessary economic support for the increasing numbers of old people within manageable limits. Coverage of all employed persons was recommended by the Committee

on Economic Security, but the Ways and Means Committee promptly adopted many exclusions from coverage, particularly groups whose inclusion it was feared would not be administratively feasible. Compulsory inclusion of the self-employed then seemed out of the question, so the Committee on Economic Security proposed a system of voluntary annuities, on the Canadian model, for people not compulsorily covered that was stricken from the bill by Congress because of insurance company opposition. Nobody at this time proposed that old-age insurance benefits be paid to anyone who had not retired, and compulsory retirement was never seriously considered. Sixty-five was fixed as the minimum age at which retirement benefits might be paid without much consideration of any alternative age, except of a lower retirement age for women, which was deemed too costly. Benefits to people invalidated before reaching the retirement age, even then very common in European countries, were studied by the staff of the Committee on Economic Security, but the conclusion was reached that this step could wait until the old-age insurance system was well established. Survivors' and dependents' benefits were considered but also left to the future, because even the cost of retirement benefits, it was feared, would be very great. Paying benefits only to people in need, while taxing all employees, was not proposed by anyone at this time.

On unemployment insurance the major disagreement in the circles of the Committee on Economic Security concerned the advisability of a Federal system of unemployment insurance. The first decision of the subcommittee of the Technical Board on unemployment insurance was that a Federal system should be proposed. The staff then tried to draft a Federal plan of unemployment insurance but ran into irresolvable differences of opinion as to the details of such a program; there was, in addition, a very general belief that a Federal system would probably be held unconstitutional, while there seemed to be good reason for expecting that the tax-offset plan of the prior Wagner-Lewis bill would be found valid.

In the end, the Technical Board and the Committee on Economic Security unanimously came back to the plan that was referred to as the "State-Federal" system—State unemployment insurance—stimulated by the tax-offset device in the Federal law. In Congress, there was practically no sentiment for a Federal plan or for extensive Federal controls. Congressional sentiment was strongly for wide freedom to the States in shaping their own unemployment insurance programs, including freedom to include or omit experience rating, which many members of the staff of the Committee on Economic Security did not like, although it was endorsed by the President.

Health insurance was little discussed by most of the members of the staff and the Technical Board and was given no consideration in Congress, but it was intensively studied by the health insurance staff of the Committee and received a good deal of attention at top Committee levels and at the White House. Originally, it was expected that the Committee would have to deal with this subject in its recommendations, but by the time that its Report had to go to the President, the staff and the Medical Advisory Committee had nothing to offer. So the Report merely stated that the Committee on Economic Security would make a later report on the subject, and the Administration bill merely provided for Federal aid for public health services, with a provision that the Social Security Board should study the need for and possibility of improving the social security protection of Americans, including, among other methods, health insurance.

This innocent reference to health insurance led to the first special meeting of the House of Delegates of the American Medical Association since World War I, in the false belief that the Administration was secretly trying to foist compulsory health insurance on the country. Immediately, the members of the Ways and Means Committee, then considering the social security bill in executive sessions, were deluged with telegrams from all parts of the country protesting against this "nefarious plot." The upshot was

that the Committee unanimously struck out the specific reference to study of health insurance to which AMA officials objected. Later, at a time when there was serious doubt whether any social security legislation at all would be enacted, the health insurance staff presented a report recommending Federal aid to States that might establish a health insurance system, which the Committee on Economic Security endorsed with but little discussion. The President deemed it inadvisable to proceed along that line, and the report was never even published. The attention given by the Committee to health insurance probably was a factor, however, in the AMA's reversal of its prior position of opposition to voluntary forms of health insurance that it executed at the special meeting of the House of Delegates in February 1935. The launching of Federal aid to the States for public health services, provided for in the Social Security Act, was a most important step toward more extended and improved public health and medical care services, which has been such a marked trend in the past 20 years. The inclusion of these provisions brought valuable support to the social security bill in Congress, as did also the aids for child health and welfare services, for which Miss Grace Abbott, Miss Katharine Lenroot, and Dr. Martha Eliot—all connected with the Children's Bureau—and Miss Perkins were mainly responsible.

The Past 20 Years

In conclusion, just a few words more specifically related to the progress made in the 20 years since the Social Security Act was enacted. As you know, many changes have been made in the American social security legislation, both on the national and State levels. On the national level there have been three major revisions of the Social Security Act, in 1939, 1950, and 1954, plus other important changes. I had but little to do with these changes and did not approve of all of them. I thought the reduction in the old-age insurance tax rates in 1939 and the subsequent tax freezes to be unsound, and I greatly regretted the stiffening

of the requirements for old-age benefits, which was the counterpart of the reduction in tax rates—mistakes which, fortunately, have been since largely rectified. I also opposed the dropping of increments for years of contributions in the old-age insurance system in 1950 as introducing an unnecessary and very bad inequity, and also the dropping in the final act of benefits for the permanently and totally disabled that were provided for in the bill passed by the House of Representatives. I would have preferred a genuine dependents' allowance system in the old-age insurance program to the makeshift one we now have of allowing benefits in their own right to women married to eligible workers at age 65. I think it has been a sad mistake to exempt, as we do in our limitations on the taxable wages, the upper third of all wages and salaries and the matching employer's contributions. While I thus have not agreed with everything that has been done, I recognize that great progress has been made in the legislation governing our old-age and survivors insurance program. We today have a much more nearly adequate system of social security than we had in the original act.

Even more have I been satisfied with the administration of social security. Billions of dollars have been expended by the Government of the United States for social security without a trace of scandal or corruption. Costs of administration have been far lower than anyone thought possible in 1935. One hundred million Americans have credits in the old-age and survivors insurance system, and 7 million are currently receiving benefits, but no confusion in keeping the records straight, which everybody feared in 1935, has developed. The administration of the many social security programs administered by the States—a larger and more difficult task than that faced by the National Government in this domain—has in some State or other, on some occasions, been justly subject to criticism, but on the whole has been most satisfactory. And the credit for good administration, of course, belongs to the administrators and to all of them

who have so selflessly performed their task so well.

The Future

Of course, we have not attained the ideal. The possibility and need for continuous progress are among the most distinctive features of the American way of life and our economic system of free enterprise. We cannot be satisfied with the social security protection now provided to Americans. Retirement benefits in our old-age and survivors insurance system supply only one-third as much income, or less, to the workers no longer able to work as is enjoyed by older people still in employment. While the benefits under State laws to unemployed and injured workers

are higher than retirement benefits, our unemployment insurance and workmen's compensation laws also are very much in need of liberalization and improvement. None of our social insurance programs are as broad in coverage as they should be. Great risks, like early disability and prolonged sickness, lack all governmental protection; and the voluntary forms of insurance we have, although most valuable, do not protect many of those who most need protection. Even at this time of near full employment and unprecedented total and average incomes, there are millions of Americans who face a most uncertain economic future and many who barely have the minimum essentials of life. The great objective of

social security—assurance of a minimum necessary income to all people in all personal contingencies of life—has not been attained even in this great country in which the common man fares better than in any other.

We have come a long way. Great tasks remain. But mindful of the progress that has been made and believing on the basis of their records that the people now in the driver's seat and their faithful and conscientious subordinates are sincere in their profession of belief in social security, I feel that we can view the future of social security in the United States with complete assurance. We have made great progress and, in accordance with our American ideals, will do still better in the future.

PROGRAM OPERATIONS

(Continued from page 2)

age and survivors insurance program were going at the end of July to 7.6 million persons—80,000 more than at the end of June. Almost two-thirds of the increase was accounted for by persons receiving old-age benefits and about one-fifth by other aged beneficiaries. July was the thirty-sixth consecutive month in which the increase exceeded 50,000. Monthly benefits being paid at the end of July totaled \$389.4 million, about \$5.4 million more than the monthly rate at the end of June.

Higher benefits resulting from the disability freeze provision in the 1954 amendments to the Social Security Act were first payable for July; district offices of the Bureau of Old-Age and Survivors Insurance have been accepting applications for the disability freeze from disabled workers since January 1. Under the disability freeze provision, a worker who before reaching age 65 has been totally disabled for 6 months or longer, with a disability that is expected to continue indefinitely, can apply to have his earnings record frozen as of the date his disability began. When an individual for whom a period of disability has been established dies or retires, his period of disability can be disregarded in determining his insured status and in computing the amount of benefits payable to him or his family.

The law also applies to workers now over age 65, if they became disabled before reaching that age. Many retired workers who are now receiving old-age benefits will be able to have their monthly benefits recomputed to leave out the years during which their disabilities kept them from working. Those who meet the requirements and apply before July 1, 1957, to have their earnings records frozen will receive any increases due in their benefit amounts retroactively to July 1955.

In that month there were an estimated 15,000 old-age beneficiaries who received increases from disability freeze recomputations. The average increase in the monthly benefit amount for this group was about \$11; dependents of old-age beneficiaries entitled to the freeze will receive their proportionate increases. In some instances, a portion of the increase was attributable to the dropout provision in the 1954 amendments. Under this provision, up to 5 years in which a worker has had low or no earnings may be ignored in determining his benefit amount. Persons qualifying for the disability freeze also get the advantage of the dropout provision, and the combined dropout of years of low earnings and the period of their disability may result in a substantially higher benefit rate.

Monthly benefits were awarded to 134,700 persons in July, about one-

fifth fewer than in June but more than the number awarded in July of any other year. Lump-sum death payments totaling \$9.0 million were awarded in July to 46,900 persons. The average lump-sum amount per worker represented in the awards reached an all-time high of \$204.98.

At the end of June 1955, monthly benefits were being withheld from 280,000 beneficiaries entitled to old-age, wife's, husband's, widow's, widower's, mother's, or parent's benefits. The number of such benefits withheld had declined from 346,000 at the beginning of the year to a low of 275,000 in April. Although the number has increased since April, the proportion of all beneficiaries with benefits withheld in June 1955 was about 1.5 percent less than at the beginning of the year.

The decline in the number of benefits withheld reflects the liberalization in the retirement test under the 1954 amendments. These liberalizing provisions, which became effective in January 1955, lowered from 75 to 72 the age at which beneficiaries can receive benefits regardless of the amount of their earnings, raised to \$1,200 the amount that beneficiaries under age 72 can earn in a year before any benefits are withheld, and changed the earnings test for wage earners from a monthly to an annual basis. Both wages and self-employment earnings are combined to de-

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Notes and Brief Reports

1955 Amendments to the Railroad Retirement Act*

On August 12, 1955, President Eisenhower signed Public Law No. 383, which contained, among several items, two amendments materially affecting the benefit provisions of the Railroad Retirement Act.¹ The first of these increased the spouse's annuity, while the second repealed the dual-benefit restriction on survivor annuities. Both amendments were effective with benefits payable for September.

Before the enactment of Public Law No. 383, the annuity payable to the wife or dependent husband was 50 percent of the worker's full retirement annuity (before reduction for retirement under age 65), with a maximum of \$40. Under the amended law a spouse's annuity is 50 percent of the full retirement annuity up to the maximum allowable under the old-age and survivors insurance system. Thus beginning in 1955 the maximum spouse's annuity is \$54.30, or 50 percent of the maximum primary insurance amount of \$108.50 under old-age and survivors insurance. Any increase in the maximum spouse's annuity under old-age and survivors insurance will automatically be reflected in those payable under the Railroad Retirement Act.

As of August 31, 1955, there were approximately 107,500 wives' annuities being paid. About 77,000 of these benefits, or 72 percent of the total being paid to spouses, were at the maximum rate of \$40 a month. Under Public Law No. 383, these 77,000 wives became eligible for an immediate increase in benefits, averaging approximately \$12.50 a month.

About 3,300 wives were receiving a spouse's annuity of less than \$40 a month because they were also receiv-

ing old-age insurance benefits under the Social Security Act. These insurance benefits must be deducted from the spouse's annuity under the provisions of section 2(e) of the Railroad Retirement Act, and the amount of such annuity is thereby reduced. When, however, the maximum wife's annuity was raised under the provisions of Public Law No. 383 to equal the maximum amount of \$54.30 that could be paid as a wife's benefit under old-age and survivors insurance, all these wives became eligible for an increase in their benefit payable under the Railroad Retirement Act.

In addition, there were some 2,000 cases in which, while the retirement annuity was \$80.00 or more, the wife was receiving an old-age benefit under the Social Security Act in an amount greater than the spouse's benefit under the Railroad Retirement Act would have been. Consequently, the spouse's annuity either could not be awarded or was less than \$2.50 a month and was therefore paid in a commuted lump sum. These cases will be reviewed, and the spouses will be added to the rolls if benefits are found to be payable to them under the law as amended.

The other wives (23 percent of the total) on the rolls on August 31 received no increase in spouse's benefits since they were already receiving 50 percent of their husband's annuity, which was less than \$80 a month.

Since there is a guarantee in the Railroad Retirement Act that the widow's benefit shall be no less than the wife's benefit that the same individual had been receiving, a number of future widows will also receive increases in their annuity based on this amendment. The Railroad Retirement Board estimates that about 1,500 new widow's annuities may be affected each year.

Before the enactment of Public Law No. 383, a widow, dependent widower, child, or parent receiving an annuity under the Railroad Retirement Act based on the wage record of a deceased railroad employee would have such annuity reduced by the amount of any old-age and sur-

vivors insurance benefit to which that survivor annuitant was, or on application would be, entitled on the basis of a different earnings record. This provision is now eliminated so that the survivor annuitant can, if eligible, receive an annuity under both the railroad retirement program and old-age and survivors insurance. The Railroad Retirement Board estimates that approximately 7,000 widows and about 100 children and parents will have received an increase in benefits in September because of the removal of this restrictive provision. For these individuals, the average increase in the survivor annuity is approximately \$20 a month. It is estimated that the elimination of this restriction on dual benefits will have a much greater effect in the future because relatively more women are expected to qualify for old-age and survivors insurance benefits in their own right.

Before the enactment of the 1955 amendments the estimated cost of benefits payable under the Railroad Retirement Act was 13.43 percent of payroll on a level-cost basis. It is estimated that, on a level-cost basis, the increase in the maximum spouse's annuity will cost 0.22 percent of payroll, or approximately \$12 million a year, and that the repeal of the dual-benefit restriction on survivor annuities will cost 0.25 percent of payroll, or \$14 million a year. The cumulative cost of these additional benefits is therefore 0.47 percent of payroll, or \$26 million a year, on a level-cost basis. Thus the total cost of benefits payable under the amended law is estimated to be 13.90 percent of payroll. Since the total contributions payable under the Railroad Retirement Act are 12.50 percent of payroll, the indicated deficit under the new provisions is estimated at 1.40 percent of payroll. Thus the deficit is increased from 0.93 percent of payroll to 1.40 percent. No provision was made to meet this increase in the estimated deficit, since the congressional committees considering the bill felt that the current valuation of the railroad retirement system might possibly show a reduction in the estimated deficit, as in previous valuations.

* Prepared by John A. MacDougall, Division of the Actuary, Office of the Commissioner.

¹ For a description of the Railroad Retirement Act before the enactment of Public Law No. 383, see Robert J. Myers and John A. MacDougall, "The Railroad Retirement Act in 1954," *Social Security Bulletin*, February 1955.

Employers, Workers, and Wages Under OASI

The moderate and brief business decline in 1954 and the recovery that began in the latter part of the year are reflected in the estimates of employers, workers, and earnings covered by old-age and survivors insurance shown in the accompanying table. The pickup in average hours per week and average weekly earnings in manufacturing industries towards the end of the year was probably the reason for the increase to \$890 in the estimated average wages per worker in covered employment in October-December 1954. After 3 quarters of relative stability, in the fourth quarter this average increased 2.3 percent from that in the corresponding quarter of 1953.

For the calendar year 1954, average taxable earnings are estimated at \$2,230 and average earnings in covered employment at \$2,870. Because the declines in the early part of the year were offset by the later gains, the averages are the same as in 1953. Covered employment, taxable earnings, and total earnings in covered employment—estimated at 60 million, \$134 billion, and \$172 billion, respectively—were only 1.5-1.7 percent less than in 1953.

Workers with taxable wages numbered an estimated 40 million in October-December 1954—3.4 percent less than in the corresponding quarter of the preceding year and 13.0 percent less than in the third quarter of 1954. Their taxable wages, estimated at \$22 billion, dropped 3.5 percent from the fourth quarter of 1953 and 26.7 percent from July-September 1954. The slight declines from the totals in the fourth quarter of 1953 reflected general business conditions; the declines from July-September were in the usual seasonal pattern, which results from the operation of the limitation on taxable wages (\$3,600 in 1954).

An estimated 3.6 million employers paid taxable wages in the fourth quarter of 1954, a number slightly lower than in the preceding quarter and about the same as in the fourth quarter of 1953. For the calendar year 1954, the total is about the same as in 1953—4.4 million.

Estimated number of employers¹ and workers and amount of earnings in employment covered under old-age and survivors insurance, for specified periods, 1940-54²

[Corrected to July 20, 1955. Estimates beginning 1952 are preliminary. Beginning with 1951, annual data include self-employment; quarterly data do not.]

Year and quarter	Employers reporting wages (in thousands)	Workers with taxable earnings ³ during period (in thousands)	Taxable earnings ²		All workers in covered employment during period ⁴ (in thousands)	Total earnings in covered employment ⁵	
			Total (in millions)	Average per worker		Total (in millions)	Average per worker
1940.....	2,500	35,393	\$32,974	\$932	35,393	\$35,668	\$1,008
1941.....	2,646	40,976	41,848	1,021	40,976	35,363	1,110
1942.....	2,655	46,363	52,939	1,142	46,363	58,219	1,256
1943.....	2,394	47,656	62,423	1,310	47,656	69,653	1,462
1944.....	2,469	46,296	64,426	1,392	46,296	73,349	1,584
1945.....	2,614	46,392	62,945	1,357	46,392	71,560	1,543
1946.....	3,017	48,845	69,088	1,414	48,845	79,200	1,623
1947.....	3,246	48,908	78,372	1,602	48,908	92,449	1,890
1948.....	3,298	49,018	84,122	1,716	49,018	102,255	2,086
1949.....	3,316	46,796	81,808	1,748	46,796	99,989	2,137
1950.....	3,345	48,283	87,498	1,812	48,283	109,804	2,274
1951.....	4,440	58,100	121,060	2,084	58,100	149,550	2,574
1952.....	4,450	59,600	128,700	* 2,160	59,600	161,600	* 2,680
1953.....	4,350	61,000	136,000	* 2,230	61,000	175,000	* 2,870
1954.....	4,350	60,000	134,000	* 2,230	60,000	172,000	* 2,870
1946							
January-March.....	2,287	36,038	16,840	467	36,038	17,397	483
April-June.....	2,416	38,055	17,845	469	38,153	19,079	500
July-September.....	2,478	39,670	17,709	446	40,228	20,222	503
October-December.....	2,513	37,945	16,694	440	39,930	22,562	565
1947							
January-March.....	2,509	38,765	20,805	537	38,765	21,497	555
April-June.....	2,587	39,801	20,655	519	40,175	22,245	554
July-September.....	2,617	40,255	19,555	486	41,155	23,035	560
October-December.....	2,609	37,448	17,357	463	40,748	25,672	630
1948							
January-March.....	2,588	39,560	23,080	583	39,560	23,923	605
April-June.....	2,690	40,245	22,708	564	40,524	24,668	609
July-September.....	2,699	40,585	21,150	521	41,675	25,700	617
October-December.....	2,661	36,790	17,184	467	41,540	27,964	673
1949							
January-March.....	2,639	38,162	23,376	613	38,162	24,254	636
April-June.....	2,693	38,591	22,571	585	38,864	24,570	632
July-September.....	2,697	38,333	20,160	526	39,601	24,971	631
October-December.....	2,692	34,529	15,701	455	39,477	26,194	664
1950							
January-March.....	2,671	37,393	23,490	628	37,393	24,316	650
April-June.....	2,706	39,264	24,052	613	39,557	26,210	663
July-September.....	2,768	40,486	22,382	553	41,923	28,165	672
October-December.....	2,741	35,609	17,574	494	41,792	31,113	744
1951							
January-March.....	3,552	43,908	30,336	691	43,908	31,000	* 710
April-June.....	3,658	45,483	30,693	675	45,718	33,000	* 730
July-September.....	3,635	45,693	27,815	609	46,778	33,000	* 710
October-December.....	3,638	41,846	22,702	543	46,107	36,000	* 780
1952							
January-March.....	3,595	45,000	33,159	737	45,000	34,000	* 760
April-June.....	3,670	46,800	32,627	697	47,000	35,000	* 740
July-September.....	3,645	46,700	29,166	625	48,100	36,000	* 750
October-December.....	3,640	42,600	24,067	565	47,900	40,000	* 830
1953							
January-March.....	3,590	47,000	36,382	774	47,000	37,000	* 790
April-June.....	3,660	48,300	35,963	745	48,500	39,000	* 800
July-September.....	3,650	47,800	31,000	649	49,500	39,000	* 790
October-December.....	3,650	41,400	22,800	551	48,500	42,000	* 870
1954							
January-March.....	3,600	46,000	35,900	* 780	46,000	37,000	* 800
April-June.....	3,680	47,000	35,300	* 750	47,000	38,000	* 800
July-September.....	3,660	46,000	30,000	* 650	47,700	38,000	* 800
October-December.....	3,650	40,000	22,000	* 550	46,000	41,000	* 890

¹ Number corresponds to number of employer returns. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

² Excludes joint coverage under the railroad retirement and old-age and survivors insurance programs.

³ Through 1950, the annual limit on taxable earnings was \$3,600; beginning with 1951, the limit was \$3,600.

⁴ Includes workers with earnings in excess of annual taxable limit.

⁵ Includes earnings in excess of annual taxable limit.

* Rounded to nearest \$10.

Current Operating Statistics

Table 1.—Selected social insurance and related programs, by specified period, 1940-55

[In thousands; data corrected to Sept. 14, 1955]

Year and month	Total	Retirement, disability, and survivor programs										Unemployment insurance programs					
		Monthly retirement and disability benefits ¹				Survivor benefits				Temporary disability benefits ²		State laws ¹⁰	Veterans' legisla- tion ¹²	Rail- road Unem- ploy- ment Insurance Act ¹¹			
		Social Security Act	Rail- road Retirement Act	Civil Serv- ice Com- mission ³	Veter- ans Ad- minis- tration ⁴	Monthly		Lump-sum ⁷		State laws ¹⁰	Rail- road Unem- ploy- ment Insurance Act ¹¹						
						Social Security Act ⁵	Rail- road Retirement Act ⁶	Civil Service Com- mission ⁸	Veter- ans Ad- minis- tration ⁹						Social Security Act	Other ⁸	
Number of beneficiaries																	
1954																	
July		4,620.5	395.9	208.6	2,598.0	1,900.8	165.3	60.9	1,130.1	40.9	11.7	37.7	24.1	1,597.3	96.3	78.8	
August		4,678.5	398.5	210.8	2,605.8	1,919.7	165.7	61.7	1,133.9	46.8	12.0	38.8	36.2	1,522.6	99.5	103.8	
September		4,733.2	398.6	212.1	2,612.0	1,921.9	165.2	62.4	1,133.6	34.7	10.7	37.6	33.5	1,413.9	91.4	97.6	
October		4,778.6	400.5	213.2	2,618.3	1,940.7	168.6	63.3	1,130.2	39.2	11.1	37.0	35.2	1,299.3	74.8	98.4	
November		4,833.5	401.0	215.1	2,623.8	1,964.0	175.6	64.1	1,129.1	38.9	10.4	36.6	37.3	1,223.1	72.9	112.4	
December		4,897.5	403.2	216.5	2,631.0	1,988.9	182.7	64.8	1,127.6	43.8	11.3	37.0	36.2	1,365.1	87.1	133.6	
1955																	
January		4,965.3	404.9	217.8	2,635.1	2,002.1	186.7	65.5	(1) ¹³	40.0	11.0	36.6	40.2	1,670.3	105.6	140.7	
February		5,070.2	405.9	219.5	2,637.8	2,015.7	189.0	66.4	(1) ¹³	38.7	11.1	37.0	30.6	1,693.8	111.2	122.0	
March		5,169.9	410.3	220.7	2,642.7	2,030.9	190.8	67.5	1,146.0	44.0	15.2	40.2	30.5	1,600.2	106.9	111.0	
April		5,275.5	412.3	222.0	2,651.3	2,054.9	192.9	68.2	(1) ¹³	51.1	12.7	37.4	26.7	1,345.1	86.3	100.0	
May		5,370.0	414.2	223.4	2,659.8	2,077.1	194.9	69.0	(1) ¹³	51.7	12.5	36.2	25.8	1,136.0	66.1	54.5	
June		5,462.3	416.3	224.9	2,668.8	2,101.2	196.5	70.7	1,154.2	56.5	12.4	39.3	25.5	1,056.2	63.8	31.6	
July		5,527.7	417.6	225.8	2,675.6	2,115.5	197.2	71.7	(1) ¹³	44.0	11.7	35.5	22.3	923.8	67.6	23.3	
Amount of benefits ¹⁴																	
1940	\$1,183,462	\$17,150	\$114,166	\$62,019	\$317,851	\$6,371	\$1,448	\$105,696	\$11,833	\$12,267				\$518,700		\$15,961	
1941	1,079,648	51,169	119,912	64,933	321,561	23,644	1,559	111,799	13,270	13,943				344,321		14,537	
1942	1,124,351	76,147	122,806	68,115	325,265	39,523	1,603	111,193	15,005	14,342				344,084		6,268	
1943	914,553	92,943	125,795	72,961	331,350	55,152	1,704	116,133	17,843	17,255	\$2,857			79,043		917	
1944	1,109,673	113,487	129,707	77,193	456,279	73,451	1,765	144,302	22,034	19,238	5,035			62,385	84,215	582	
1945	2,051,694	148,107	137,140	83,874	697,830	99,651	1,772	254,238	26,127	23,431	4,669			445,866	126,630	2,359	
1946	5,140,174	222,320	149,188	94,585	1,268,984	127,933	1,817	333,640	27,851	30,610	4,761			1,094,850	1,743,718	39,917	
1947	4,684,564	287,554	177,053	106,876	1,676,029	149,179	19,283	382,515	29,460	33,115	26,024	\$11,368		776,165	970,542	39,401	
1948	4,490,297	352,022	208,642	132,852	1,711,182	171,837	36,011	\$918	413,912	32,315	32,140	35,592	30,843	793,265	510,167	28,599	
1949	5,672,234	437,420	240,893	158,973	1,692,215	196,586	39,257	477,406	33,158	31,771	59,066	30,103	1,737,279	430,194	103,596		
1950	5,286,020	651,409	254,240	175,787	1,732,208	276,945	43,884	8,409	491,579	32,740	33,578	89,259	28,099	1,373,426	34,053	59,804	
1951	5,651,701	1,321,061	268,733	196,529	1,647,938	506,803	49,527	14,014	519,398	57,337	33,356	147,846	26,297	840,411	2,234	20,217	
1952	6,452,902	1,539,327	361,200	225,120	1,722,225	591,504	74,085	19,986	572,983	63,298	37,251	167,665	34,089	998,237	3,539	41,793	
1953	7,539,541	2,175,311	374,112	269,300	1,840,437	743,536	83,319	27,325	613,475	87,451	43,377	186,145	45,150	902,221	41,098	40,684	
1954	9,645,507	2,697,982	428,900	298,126	1,921,380	879,952	93,201	32,530	628,801	92,229	41,480	190,133	49,173	2,026,866	107,060	157,088	
1955																	
July		760,975	212,602	33,120	24,905	157,765	68,891	7,049	2,736	49,996	7,180	3,559	4,720	2,685	167,980	9,885	7,902
August		770,154	215,619	33,312	25,204	159,293	69,630	7,076	2,767	51,311	8,376	3,547	4,862	4,414	162,653	10,230	11,860
September		799,498	247,139	33,441	25,356	158,058	78,817	7,634	2,801	51,198	6,153	3,020	4,728	5,383	153,737	9,440	12,943
October		802,285	250,047	33,610	25,499	166,749	79,681	7,859	2,827	56,877	7,246	3,124	4,451	5,383	135,299	7,384	16,249
November		804,303	253,309	33,681	25,727	168,430	80,702	8,308	2,876	55,849	7,449	2,900	4,626	5,502	132,089	7,523	15,132
December		839,014	257,516	33,883	25,977	169,325	81,826	8,714	2,933	56,427	8,486	3,225	4,890	5,460	153,050	9,381	17,921
1955																	
January		862,000	262,404	34,019	26,180	168,508	82,414	8,935	2,972	56,608	7,834	3,434	4,412	5,070	170,882	10,199	18,129
February		859,851	270,106	34,140	26,320	168,451	83,115	9,061	2,988	56,770	7,467	3,137	4,241	5,859	165,469	10,235	14,492
March		889,820	277,284	34,556	26,627	170,656	83,953	9,163	3,068	57,325	8,646	4,314	5,307	5,368	178,762	11,338	14,453
April		851,079	284,465	34,745	26,808	170,765	85,177	9,282	3,085	57,647	10,210	3,792	4,499	5,392	135,779	8,423	12,810
May		834,390	290,578	34,967	26,964	171,438	86,287	9,397	3,128	57,961	10,248	3,773	4,574	5,625	117,402	6,739	7,309
June		828,655	296,822	35,167	27,043	171,267	87,503	9,497	3,153	58,488	11,244	3,464	4,907	5,397	108,861	6,607	3,468
July		813,854	300,998	34,293	27,162	173,340	88,413	9,551	3,185	57,000	9,024	3,066	4,307	5,818	91,002	6,704	2,392

¹ Under the Social Security Act, retirement benefits—old-age, wife's, and husband's benefits, and benefits to children of old-age beneficiaries—partly estimated. Under the other 3 systems, benefits for age and disability; beginning December 1951, spouse's annuities under the Railroad Retirement Act.

² Data for civil-service retirement and disability fund; excludes noncontributory payments made under the Panama Canal Construction Annuity Act. Through June 1948, retirement and disability benefits include payments to survivors under joint and survivor elections.

³ Pensions and compensation, and subsistence payments to disabled veterans undergoing training; beginning July 1955, on estimated basis.

⁴ Mother's, widow's, widower's, parent's, and child's benefits; partly estimated. ⁵ Annuities to widows under joint and survivor elections and, beginning February 1947, survivor benefits—widow's, widower's (first paid December 1951), widow's current, parent's, and child's benefits.

⁶ Payments to widows, parents, and children of deceased veterans; beginning 1955, data for beneficiaries shown as of end of quarter; beginning July 1955, data for payments estimated.

⁷ Number of decedents on whose account lump-sum payments were made. ⁸ Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs; beginning July 1955, data for veterans' programs on estimated basis.

⁹ First payable in Rhode Island, April 1943; in California, December 1946; in New Jersey, January 1949; in New York, July 1950 (monthly data not available); and under the railroad programs, July 1947. Excludes hospital benefits in California and hospital, surgical, and medical benefits in New York; also excludes private plans in California and New Jersey except for calendar-year totals.

¹⁰ Represents average weekly number of beneficiaries; beginning January 1955 includes data for payments to unemployed Federal workers made by the States as agents of the Federal Government.

¹¹ Represents average number of beneficiaries in a 14-day registration period. ¹² Beginning September 1944, under the Servicemen's Readjustment Act, readjustment allowances to unemployed and self-employed veterans of World War II. Beginning November 1952, under the Veterans' Readjustment Assistance Act, unemployment compensation benefits to veterans with military service since June 1950. Number represents average weekly claims paid.

¹³ Not available. ¹⁴ Payments: under the Social Security Act annual data represent Treasury disbursements and under the Railroad Retirement Act, amounts certified (for both programs monthly data for monthly benefits represent benefits in current-payment status); under the Railroad Unemployment Insurance Act, amounts certified; for Veterans Administration programs, except the readjustment allowance program, disbursements; under the State unemployment and temporary disability insurance laws, the Servicemen's Readjustment Act, and the Veterans' Readjustment Assistance Act, checks issued; for civil-service programs, disbursements through June 1949 and authorizations beginning July 1949. Adjusted on annual basis except for civil-service data and payments under the Railroad Unemployment Insurance Act, which are adjusted monthly.

Source: Based on reports of administrative agencies.

Table 2.—Contributions and taxes collected under selected social insurance and related programs, by specified period, 1953-55
[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions ¹	Federal civil-service contributions ²	Taxes on carriers and their employees	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
Fiscal year:						
1953-54.....	\$ 4,589,182	\$ 464,363	\$ 603,042	\$ 1,246,230	\$ 285,135	\$ 27,658
1954-55.....	5,086,796	469,750	601,217	1,142,009	278,810	23,720
1954						
July.....	218,238	60,722	19,621	126,538	3,842	425
August.....	764,227	42,536	76,012	192,454	15,872	944
September.....	224,915	30,498	47,089	6,678	630	4,461
October.....	189,170	28,521	21,083	81,281	3,866	60
November.....	571,621	35,945	94,343	165,102	15,660	1,084
December.....	332,185	45,589	64,242	11,560	90	4,936
1955						
January.....	114,438	23,697	16,509	63,526	30,902	-77
February.....	274,568	33,726	63,716	120,179	167,245	991
March.....	562,399	39,872	46,374	7,580	19,792	5,349
April.....	317,541	37,491	19,796	128,198	4,488	42
May.....	814,133	45,501	79,650	232,027	14,896	985
June.....	703,361	45,649	82,784	6,886	1,524	4,522
July.....	(10)	275,775	15,484	116,423	2,433	120

¹ Represents contributions of employees and employers in employments covered by old-age and survivors insurance (beginning December 1952, adjusted for employee-tax refunds); from May 1951, includes deposits made in the trust fund by States under voluntary coverage agreements; beginning January 1951, on an estimated basis.

² Represents employee and Government contributions to the civil-service retirement and disability fund; Government contributions are made in 1 month for the entire fiscal year.

³ Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, in 2 States, contributions from employees; excludes contributions collected for deposit in State sickness insurance funds. Data reported by State agencies.

⁴ Represents taxes paid by employers under the Federal Unemployment Tax Act.

⁵ Beginning 1947, also covers temporary disability insurance.

⁶ Fiscal-year totals as shown in the *Final Statement of Receipts and Expenditures of the U. S. Government for the Period from July 1, 1953 through June 30, 1954*.

⁷ Preliminary.

⁸ Revised.

⁹ Includes contributions from the Federal Government.

¹⁰ Monthly data on old-age and survivors insurance trust fund operations are currently being received too late for inclusion in the *Bulletin* under the present monthly schedule. This table and the regular monthly table on the status of the old-age and survivors insurance trust fund will therefore be published only four times a year.

Source: *Monthly Statement of the U. S. Treasury* and other Treasury reports, unless otherwise noted.

Table 3.—Total Federal cash income and outgo,¹ and amounts for programs under the Social Security Act, fiscal years 1952-53, 1953-54, and 1954-55
[In millions]

Classification	1952-53	1953-54	1954-55
Cash income or deposits ¹	71,345	71,815	67,709
Social security.....	5,744	6,120	6,512
Federal insurance contributions.....	4,097	4,589	5,087
Federal unemployment taxes.....	277	285	279
Deposits in unemployment trust fund ²	1,371	1,246	1,146
Other.....	65,601	65,695	61,257
Cash outgo or withdrawals ¹	76,407	71,974	69,899
Social security.....	5,200	6,647	7,853
Administrative expenses, Social Security Administration ³	71	67	80
Administrative expenses, Bureau of Employment Security, Department of Labor.....	45	45	45
Grants to States ⁴	1,564	1,670	1,649
State withdrawals from unemployment trust fund.....	908	1,605	1,760
Old-age and survivors insurance benefit payments.....	2,627	3,276	4,333
Administrative expenses, Department of the Treasury ⁵	23	25	26
Other.....	71,207	65,327	62,046

¹ Represents flow of cash, exclusive of borrowed cash, into and out of the general fund and trust accounts of the Treasury. Beginning 1952-53, cash deposits and withdrawals on revised Treasury basis.

² Deposits by States of contributions collected under State unemployment insurance laws.

³ Includes administrative expenses of the Bureau of the Census in connection with searching census records for old-age and survivors insurance and expenses of Bureau of Old-Age and Survivors Insurance for preparation for construction of a building.

⁴ Excludes salaries and expenses for the Mexican farm labor program.

⁵ Grants for employment security administration (including employment offices), for old-age assistance, aid to the blind, aid to dependent children, and aid to the permanently and totally disabled, and for maternal and child health and child welfare services.

⁶ In connection with old-age and survivors insurance.

Source: Total Federal cash income or deposits and outgo or withdrawals from *Treasury Bulletin*; trust fund operations from Treasury releases; other data from *Monthly Statement of Receipts and Expenditures of the U. S. Government* and from individual agencies.

PROGRAM OPERATIONS

(Continued from page 21)

termine the beneficiary's total earnings for a year. One month's benefit is withheld for each \$80 (or fraction thereof) of earnings in ex-

cess of \$1,200, except that no benefit is suspended for any month in which the beneficiary neither earned wages of more than \$80 nor rendered substantial services in self-employment. This retirement test applies to both

covered and noncovered work in the United States and to covered work outside the United States. For non-covered work outside the United States, however, benefits are withheld for any month in which the

Table 4.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in fiscal years 1953-54 and 1954-55

[In thousands]

State	Total, fiscal year 1953-54	Fiscal year 1954-55								
		Total	Old-age assistance	Aid to the perma- nently and totally disabled ¹	Aid to dependent children	Aid to the blind	Employ- ment security ²	Maternal and child health services	Services for crippled children	Child welfare services
Total.....	\$1,667,029.7	\$1,644,683.1	\$920,357.8	\$82,225.7	\$387,599.6	\$36,415.9	\$188,827.2	\$11,919.3	\$10,613.1	\$6,724.4
Alabama.....	30,665.7	33,029.0	18,334.3	2,988.9	7,512.8	477.7	2,707.5	441.3	344.3	222.2
Alaska.....	2,301.1	2,384.8	887.3		839.8	25.2	570.1	91.2	142.4	28.8
Arizona.....	11,071.7	11,253.8	5,559.5		3,551.1	306.1	1,681.7	87.9		67.5
Arkansas.....	22,652.4	24,470.9	13,686.1	1,280.6	4,333.6	654.5	1,872.3	222.3	261.6	160.0
California.....	191,680.5	181,344.8	112,727.4		42,825.6	5,367.5	19,312.4	563.5	376.8	171.6
Colorado.....	28,298.2	28,728.6	20,038.5	2,180.7	4,522.3	132.8	1,486.0	188.8	99.1	80.3
Connecticut.....	13,371.4	14,715.8	7,000.1	742.7	3,486.2	129.6	2,908.0	130.3	191.2	67.8
Delaware.....	2,064.5	2,069.0	1,547.2	75.2	694.0	90.7	404.4	86.6	70.4	40.5
District of Columbia.....	4,660.6	5,340.8	1,191.1	938.4	1,964.3	104.6	819.7	152.4	141.4	28.9
Florida.....	42,140.7	38,323.6	23,402.9		10,406.5	1,032.1	2,895.3	263.0	191.3	134.6
Georgia.....	47,222.6	49,206.9	31,981.8	3,024.7	9,460.7	1,196.8	2,581.5	357.2	392.5	211.7
Hawaii.....	4,338.5	4,449.6	670.8	498.8	2,388.4	46.2	327.6	144.9	128.7	44.2
Idaho.....	6,945.3	6,302.4	3,304.7	346.4	1,397.9	77.3	976.6	91.3	78.7	29.6
Illinois.....	69,470.1	69,623.1	39,161.8	2,673.8	16,844.5	1,562.1	8,529.5	327.7	349.8	174.0
Indiana.....	24,353.6	23,391.0	12,586.5		6,378.6	716.8	3,243.4	228.1	145.0	92.5
Iowa.....	23,878.2	23,186.7	15,966.4		4,686.5	604.1	1,430.2	192.4	206.3	100.9
Kansas.....	21,871.8	20,485.1	13,921.0	1,343.8	3,253.9	265.8	1,343.8	124.3	121.9	110.6
Kentucky.....	34,278.2	32,243.3	17,177.3		11,010.0	935.1	2,233.8	309.1	355.0	224.9
Louisiana.....	68,429.0	67,626.5	48,006.0	4,389.3	11,319.3	754.5	2,414.3	308.3	266.1	168.7
Maine.....	9,921.0	9,263.4	4,756.2		3,074.2	225.8	956.3	92.6	89.0	69.3
Maryland.....	13,723.4	14,340.0	3,733.8	1,669.8	5,037.5	178.3	3,030.1	325.0	264.8	100.7
Massachusetts.....	58,174.8	62,845.7	38,769.4	4,545.4	10,220.6	699.8	7,985.1	371.7	168.6	85.1
Michigan.....	57,388.3	55,075.2	28,944.6	894.3	14,224.0	732.6	9,373.3	336.3	298.0	222.0
Minnesota.....	28,822.8	28,931.4	19,521.5	239.3	5,525.2	517.8	2,746.1	227.2	201.1	153.2
Mississippi.....	24,986.1	26,956.9	18,215.4	753.0	4,246.7	1,637.4	1,866.2	319.0	314.7	204.6
Missouri.....	82,124.8	77,011.1	52,717.9	5,868.9	13,285.4	1,389.2	3,099.4	241.4	140.4	108.5
Montana.....	7,927.3	7,148.0	3,383.1	624.4	1,597.0	194.3	907.9	84.3	104.5	32.5
Nebraska.....	10,867.9	10,046.7	6,780.8		1,898.7	297.3	829.8	93.6	97.7	48.7
Nevada.....	1,900.9	1,929.2	1,112.8		26.4	47.9	573.5	73.1	59.7	35.7
New Hampshire.....	4,824.7	4,720.9	2,430.1	96.8	786.7	107.6	1,115.2	68.4	67.8	48.3
New Jersey.....	20,639.0	24,772.9	8,206.7	1,331.1	3,959.5	372.5	10,489.5	169.2	162.4	82.0
New Mexico.....	11,440.6	11,277.8	4,467.0	636.3	4,729.0	163.8	1,000.0	119.8	90.8	71.2
New York.....	133,256.7	135,790.0	42,882.4	18,078.7	44,518.7	2,067.0	27,247.6	445.2	333.7	216.8
North Carolina.....	30,344.5	33,914.8	14,766.1	3,368.6	11,312.8	1,746.4	3,375.3	518.3	472.0	325.3
North Dakota.....	5,272.5	5,492.6	3,116.6	351.3	1,132.4	47.7	604.0	85.7	88.8	66.1
Ohio.....	68,654.8	63,353.8	38,952.4	3,022.5	10,540.5	1,448.4	8,450.7	379.3	326.4	233.6
Oklahoma.....	52,860.8	52,806.5	37,626.2	2,111.0	9,509.8	836.1	2,199.2	161.5	226.6	136.0
Oregon.....	15,706.7	14,923.4	7,824.7	1,349.6	3,071.8	149.3	2,253.6	106.7	95.5	72.2
Pennsylvania.....	70,975.6	68,854.5	20,466.8	5,011.7	22,794.0	3,563.5	15,775.5	501.9	454.3	286.6
Puerto Rico.....	5,831.6	5,613.2	1,539.2	724.3	1,841.1	57.5	604.6	341.7	303.8	200.8
Rhode Island.....	7,420.5	8,530.8	3,387.6	631.9	2,591.5	82.9	1,618.5	88.0	91.0	39.3
South Carolina.....	21,607.1	21,977.3	12,596.5	2,197.4	3,882.9	565.1	2,008.6	258.6	279.5	188.7
South Dakota.....	6,843.1	6,954.3	3,987.5	260.6	1,957.5	76.6	435.0	86.6	79.2	71.3
Tennessee.....	38,959.1	38,933.7	20,780.8	548.5	12,930.4	1,143.1	2,698.8	341.7	272.4	218.1
Texas.....	96,410.8	98,072.5	73,601.4		13,347.0	2,388.2	7,472.0	528.2	404.6	331.0
Utah.....	8,429.1	8,478.5	3,738.7	734.2	2,299.0	94.6	1,343.1	126.5	83.4	59.1
Vermont.....	4,140.5	4,266.5	2,481.1	171.5	754.2	61.4	612.0	71.1	64.0	51.1
Virgin Islands.....	263.4	378.9	109.6		58.8	5.3	23.1	70.2	65.7	30.2
Virginia.....	15,125.8	13,849.9	4,416.4	1,409.0	5,022.0	455.7	1,658.1	311.7	263.1	214.0
Washington.....	41,193.7	36,220.1	23,227.7	2,268.5	6,286.2	331.4	3,695.9	170.8	127.2	112.5
West Virginia.....	23,673.0	23,289.6	6,590.7	2,169.1	12,017.1	353.6	1,564.8	205.2	219.0	170.1
Wisconsin.....	28,606.7	25,600.2	15,565.2	469.2	5,764.3	469.8	2,098.2	218.4	244.0	171.2
Wyoming.....	2,988.0	2,943.2	1,630.5	189.9	410.5	28.3	517.9	70.1	66.8	29.3

¹ States for which no grant is shown either had no approved plan or State plan was approved too late to receive grant during this period.

² Excludes grants made to State employment security agencies as agents for the United States for the payment of unemployment compensation to veterans under

the Veterans' Readjustment Assistance Act of 1952, operating costs of the District of Columbia Employment Center, and a small payment to Railroad Retirement Board for informational services to States.

Source: Unpublished data of administrative agencies.

beneficiary works on 7 or more calendar days.

Benefits withheld in June because of the employment or self-employment of the beneficiaries (under age 72) accounted for almost 82 percent of the suspensions; wife's or husband's benefits withheld because of the employment or self-employment of the old-age beneficiary represented

12 percent. Almost 1,000 benefits were suspended because the beneficiary or the old-age beneficiary on whose earnings the wife's or husband's benefits are based was working in noncovered employment outside the United States.

• Initial claims filed for benefits under the State unemployment in-

surance programs rose about 8.0 percent in July to 969,000; the increase was largely the result of vacation shutdowns in the first 2 weeks of the month. State insured unemployment in an average week amounted to 1.1 million, which was about 2.6 percent less than in June.

Benefit checks were sent to almost 924,000 unemployed workers in an

Table 5.—Old-age and survivors insurance: Monthly benefits in current-payment status¹ at the end of the month, by type of benefit and by month, July 1954–July 1955, and monthly benefits awarded, July 1955

[Amounts in thousands; data corrected to Aug. 23, 1955]

Item	Total		Old-age		Wife's or husband's		Child's		Widow's or widower's		Mother's		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Monthly benefits in current-payment status at end of month:														
1954														
July.....	6,521,373	\$281,492.7	3,554,250	\$184,416.6	966,846	\$26,557.9	1,114,916	\$34,903.7	591,746	\$24,242.7	269,115	\$10,336.2	24,500	\$1,035.6
August.....	6,598,224	285,248.8	3,598,610	187,019.8	978,635	26,932.0	1,127,688	35,325.2	597,016	24,465.7	271,710	10,466.3	24,565	1,039.8
September.....	6,655,045	325,956.2	3,644,654	214,136.7	985,784	31,133.9	1,128,767	39,632.3	606,290	28,118.4	264,843	11,765.6	24,707	1,160.3
October.....	6,719,302	329,728.4	3,680,981	216,696.7	994,035	31,451.8	1,136,936	40,023.6	616,016	28,557.1	266,530	11,824.5	24,804	1,174.6
November.....	6,797,487	334,211.1	3,724,061	219,730.2	1,004,429	31,841.8	1,148,526	40,492.4	626,590	29,017.6	268,902	11,945.6	24,979	1,183.6
December.....	6,886,480	339,342.0	3,775,134	223,271.8	1,015,892	32,270.6	1,160,770	40,996.4	638,091	29,525.7	271,536	12,088.9	25,057	1,188.6
1955														
January.....	6,967,323	344,818.5	3,827,395	227,503.1	1,030,371	32,894.4	1,168,789	41,346.7	644,969	29,857.2	270,624	12,021.1	25,175	1,196.1
February.....	7,085,880	353,221.5	3,907,599	234,133.9	1,053,787	33,912.7	1,176,213	41,711.8	653,468	30,290.2	269,601	11,973.7	25,212	1,199.2
March.....	7,200,805	361,237.0	3,984,511	240,345.9	1,075,282	34,828.1	1,182,866	42,067.8	662,406	30,746.1	270,486	12,046.3	25,254	1,202.7
April.....	7,330,359	369,642.2	4,066,731	246,611.0	1,096,539	35,682.7	1,195,455	42,633.9	672,480	31,262.8	273,805	12,243.1	25,349	1,208.8
May.....	7,447,147	376,864.8	4,141,128	251,975.0	1,114,351	36,368.4	1,208,120	43,176.2	680,955	31,693.0	277,129	12,435.8	25,464	1,216.4
June.....	7,563,519	384,025.2	4,214,776	257,230.1	1,131,262	37,011.2	1,220,855	43,730.4	689,774	32,150.0	281,231	12,677.4	25,621	1,226.1
July.....	7,643,250	389,411.2	4,266,655	261,174.6	1,143,796	37,510.6	1,228,209	44,101.1	695,011	32,532.5	283,929	12,858.1	25,650	1,234.4
Monthly benefits awarded in July 1955.....														
	134,728	7,496.5	73,509	5,031.1	22,958	798.0	20,337	752.8	11,188	558.6	6,395	337.4	341	18.7

¹ Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit.

² Partly estimated.

Table 6.—Old-age and survivors insurance: Number of monthly benefits withheld, by reason for withholding payment and type of benefit,¹ June 30, 1955

[Based partly on 10-percent sample; corrected to Aug. 31, 1955]

Reason for withholding payment ²	Total	Old-age			Wife's or husband's				Widow's or widower's	Mother's	Parent's
		Total	Men	Women	Total	Wives, aged 65 and over	Wives, under age 65	Husband's			
Total.....	279,975	171,205	144,582	26,623	30,310	34,778	4,228	304	4,905	64,465	90
Covered or noncovered employment ³ of beneficiary in United States or covered employment ³ of beneficiary outside United States.....	227,951	162,115	136,972	25,143	3,040	1,881	1,149	10	3,571	59,214	11
Noncovered employment ³ of beneficiary outside United States.....	779	557	507	50	30	30	0	0	30	162	0
Covered or noncovered employment ³ in United States or covered employment ³ outside United States of old-age beneficiary on whose earnings benefit is based.....	34,351	.....	.....	.....	34,351	31,647	2,440	264	.....	.....	.....
Noncovered employment ³ outside United States of old-age beneficiary on whose earnings benefit is based.....	203	.....	.....	.....	203	183	20	0	.....	.....	.....
Failure to have care of an entitled child.....	3,715	.....	.....	.....	447	.....	447	.....	.....	3,268	.....
Payee not determined.....	2,294	1,639	1,222	417	274	244	20	10	249	132	0
Administrative reasons.....	10,682	6,894	5,881	1,013	965	793	152	20	1,055	1,689	79

¹ Data for child's benefits withheld are not available.

² As provided for under section 203 of the amended act except for the reason

"payee not determined" in which case benefit payments are accrued pending determination of guardian or appropriate payee.

³ Includes self-employment.

average week in July—approximately 13 percent fewer than in June. Benefits paid during the month totaled \$91.6 million, which was \$17.3 million less than in June and \$76.4 million less than the total paid in July 1954. The 1955 figures include beneficiaries and payments under the new unemployment compensation program for Federal employees.

Bulletin, October 1955

United Nations Day

On October 24, 1955, the United Nations, in President Eisenhower's words, "entered on its tenth year of unremitting labor toward realizing the hopes of mankind for an ordered world based on the supremacy of reason and justice." The Social Security Administration shares in this work through participation in inter-

national social welfare activities.

The high point of the year in this field was the Tenth Session of the United Nations Social Commission. The Commissioner of Social Security served as principal adviser to the United States member of the Commission. The Director of the Bureau of Public Assistance was chairman of the Interdepartmental Committee on International Social Welfare Policy.

Table 7.—Old-age and survivors insurance: Estimated¹ number and amount of monthly benefits in current-payment status² as of June 30, 1955, by type of benefit and by State

Beneficiary's State of residence	Total		Old-age		Wife's or husband's		Child's		Widow's or widower's		Mother's		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total.....	7,563,519	\$384,025,208	4,214,776	\$257,230,073	1,131,262	\$37,011,175	1,220,855	\$43,730,393	689,774	\$32,150,049	281,231	\$12,677,417	25,021	\$1,226,101
Alabama.....	109,702	4,464,178	48,802	2,596,633	14,257	380,079	31,954	900,727	6,829	288,729	7,096	264,131	764	33,879
Alaska.....	3,802	171,735	2,049	117,414	205	5,388	1,283	38,827	95	3,920	161	5,712	9	474
Arizona.....	33,944	1,630,258	17,112	1,027,698	4,320	136,907	8,637	292,855	2,032	94,157	1,691	71,530	152	7,111
Arkansas.....	66,368	2,088,681	35,057	1,757,803	10,173	233,343	14,293	407,013	3,512	140,373	2,631	112,010	402	18,137
California.....	616,379	32,180,673	373,647	22,650,133	87,168	2,868,953	85,819	3,413,015	51,404	2,375,123	17,017	808,169	1,324	64,280
Colorado.....	62,168	3,034,666	35,302	2,056,059	9,520	295,350	10,448	371,894	4,693	214,940	2,076	90,440	129	5,983
Connecticut.....	129,435	7,424,437	75,754	5,126,569	20,423	749,131	13,767	586,744	15,009	766,438	3,499	176,051	383	19,504
Delaware.....	17,379	908,453	9,873	608,076	2,516	86,033	2,573	97,893	1,777	124,505	562	27,336	78	3,810
Dist. of Col.....	28,454	1,427,628	16,572	987,490	3,055	101,617	4,905	162,127	2,672	82,302	1,161	47,711	89	4,181
Florida.....	196,791	9,990,991	115,797	7,103,790	32,793	1,076,270	28,642	945,746	12,722	577,056	6,370	267,354	467	20,775
Georgia.....	112,179	4,548,797	50,304	2,627,278	12,691	343,220	33,886	971,519	7,418	313,741	7,183	262,644	697	30,395
Hawaii.....	16,936	771,663	8,712	303,371	1,826	51,714	4,616	140,914	807	35,475	925	37,759	50	2,430
Idaho.....	25,086	1,162,056	14,127	781,766	3,794	110,221	4,881	172,035	1,387	68,516	828	36,309	69	3,209
Illinois.....	456,488	24,664,733	261,619	16,726,592	68,294	2,356,437	62,831	2,328,230	47,951	2,283,424	14,272	694,562	1,521	75,488
Indiana.....	218,542	11,043,337	122,643	7,381,087	35,307	1,145,523	33,088	1,247,481	20,117	921,532	6,827	320,633	560	27,081
Iowa.....	114,041	5,460,432	67,401	3,798,292	19,595	563,412	13,089	327,077	9,004	393,919	3,108	136,442	244	11,290
Kansas.....	83,399	3,937,962	48,117	2,684,876	14,166	420,723	12,137	439,868	6,063	272,461	2,514	110,786	202	9,248
Kentucky.....	119,909	5,230,599	57,805	3,218,895	17,310	488,708	29,969	892,341	8,203	354,438	6,170	247,201	622	28,906
Louisiana.....	86,611	3,686,955	41,032	2,182,634	10,519	287,553	22,969	706,448	6,361	277,814	5,247	210,083	453	22,387
Maine.....	63,809	3,072,112	37,994	2,166,483	9,573	292,382	8,708	284,448	5,410	237,570	1,949	83,090	175	8,139
Maryland.....	104,817	5,289,795	56,945	3,410,456	13,824	458,443	18,376	685,911	10,879	510,118	4,406	206,883	387	17,984
Massachusetts.....	321,913	17,669,908	191,755	12,341,229	49,102	1,730,996	34,404	1,370,959	36,015	1,708,882	9,799	476,457	838	41,385
Michigan.....	328,176	18,034,773	177,074	11,764,286	52,072	1,860,137	53,564	2,166,623	32,752	1,600,629	11,914	601,807	800	41,291
Minnesota.....	134,939	6,792,433	79,428	4,706,676	21,636	694,107	18,527	678,668	10,695	495,895	4,331	201,378	322	15,684
Mississippi.....	54,907	2,080,432	25,699	1,251,788	6,991	169,201	15,531	406,010	2,787	113,992	3,402	116,909	497	22,532
Missouri.....	192,834	9,535,148	112,392	6,568,456	29,773	959,504	26,855	938,355	17,486	805,517	5,664	251,194	694	32,122
Montana.....	26,778	1,304,308	15,413	886,870	3,554	109,364	4,791	169,530	2,042	94,406	884	39,773	94	4,365
Nebraska.....	52,207	2,464,066	31,099	1,718,377	8,938	265,511	6,810	243,553	3,890	168,966	1,438	62,191	122	5,498
Nevada.....	7,681	392,326	4,630	271,005	724	22,825	1,601	64,515	460	21,526	244	11,422	22	1,033
New Hampshire.....	39,173	1,980,428	23,722	1,407,729	5,774	186,056	4,823	172,112	3,635	160,367	1,143	50,699	76	3,465
New Jersey.....	290,859	16,319,304	166,322	11,001,464	45,654	1,647,669	33,859	1,443,813	34,612	1,694,447	9,463	482,763	949	49,148
New Mexico.....	19,840	803,708	8,484	457,413	2,253	60,475	6,804	194,296	857	37,151	1,321	48,706	121	5,667
New York.....	850,499	46,175,932	507,125	32,119,236	126,253	4,386,647	95,279	3,840,482	91,649	4,350,452	27,381	1,338,222	2,812	140,893
North Carolina.....	125,636	5,141,696	54,564	2,934,488	14,817	404,314	38,464	1,104,308	8,550	354,417	8,567	314,989	674	29,180
North Dakota.....	14,728	639,498	8,252	430,754	2,227	61,203	2,804	86,888	771	32,632	622	25,629	52	2,362
Ohio.....	449,291	24,099,488	247,814	13,969,066	72,406	2,527,161	65,131	2,561,221	47,692	2,501,016	15,116	744,120	1,150	57,324
Oklahoma.....	82,388	3,685,657	43,927	2,385,503	12,456	348,966	17,104	566,870	5,121	223,214	3,512	148,567	268	12,537
Oregon.....	96,599	4,987,037	59,463	3,591,192	14,881	474,927	12,717	491,669	7,169	319,000	2,179	100,892	190	9,357
Pennsylvania.....	617,256	33,313,462	340,397	22,035,452	98,000	3,416,862	84,689	3,324,044	67,928	3,251,780	23,966	1,175,108	2,246	110,216
Puerto Rico.....	24,466	723,654	12,050	493,032	3,503	60,242	7,618	125,701	187	7,070	963	31,286	145	6,303
Rhode Island.....	54,643	2,959,801	32,846	2,089,241	8,448	289,710	5,502	214,964	6,160	285,724	1,546	72,963	141	7,199
South Carolina.....	64,682	2,540,931	25,628	1,374,969	6,650	181,545	22,822	620,685	4,154	173,747	4,996	171,877	432	19,108
South Dakota.....	20,347	918,645	11,732	631,462	3,278	93,765	3,360	109,776	1,249	53,627	690	28,290	38	1,795
Tennessee.....	111,539	4,659,062	53,801	2,828,094	14,863	397,337	28,359	838,105	7,533	320,661	6,293	243,875	690	30,930
Texas.....	253,468	11,202,483	124,759	6,782,433	34,680	975,235	62,701	2,099,156	16,970	744,364	13,301	552,438	1,057	48,837
Utah.....	28,311	1,368,818	13,781	827,328	4,411	139,956	6,650	243,526	2,120	97,150	1,273	56,984	76	3,674
Vermont.....	22,095	1,073,587	12,869	742,306	3,477	108,657	99	480,499	2,048	90,308	688	29,862	67	3,065
Virgin Islands.....	337	10,627	190	8,021	34	627	97	1,533	7	251	195	0	0	0
Virginia.....	125,455	5,587,633	60,809	3,422,552	16,448	478,358	31,206	959,535	9,606	428,865	6,714	268,189	672	30,134
Washington.....	142,863	7,503,262	87,098	5,350,748	21,894	714,902	18,545	727,463	11,628	533,371	3,467	165,787	231	10,991
West Virginia.....	104,594	4,909,160	48,429	2,939,497	15,787	479,647	26,595	866,590	7,166	326,984	6,084	272,075	533	24,367
Wisconsin.....	183,943	9,589,265	105,962	6,531,986	30,973	1,033,664	23,796	921,973	17,280	810,459	5,508	269,513	454	21,670
Wyoming.....	10,362	511,019	5,936	346,077	1,402	45,470	2,059	78,137	582	25,461	368	17,044	15	830
Foreign.....	44,471	2,257,166	24,752	1,567,848	6,574	206,638	6,389	186,668	4,028	189,227	2,362	88,367	366	18,418

¹ Estimates for each State shown unrounded, for convenience in summation, and not because they are assumed to be accurate to the last digit.

² Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit.

which helped in the preparations for the Commission's session; the Committee also considered other social welfare items coming before the United Nations and other international meetings. The Chief of the Children's Bureau continued to serve as the United States Representative to the United Nations' Children's Fund and attended the World Health Assembly in Mexico City. Other staff members attended various interna-

tional meetings, including the Pan American Child Congress, the Inter-American Conference on Social Security, and the International Congress on Mental Health.

More than 700 visitors from some 50 countries came to the Social Security Administration for study and training. Of these, 127 were long-term trainees under the auspices of the United Nations, the World Health Organization, or the Foreign Opera-

tions Administration (now the International Cooperation Administration); 423 trainees came for shorter periods of observation or instruction. On the basis of an agreement with that Administration, the Social Security Administration also recruits and nominates qualified personnel for technical missions in the field of social security in other countries. During the year 23 specialists were on duty in 12 countries.

Table 8.—Old-age and survivors insurance: Amount of benefit payments in fiscal year 1955, by State
[In thousands]

Beneficiary's State of residence	Total	Monthly benefits ¹			Lump-sum death payments ²
		Old-age	Supplementary	Survivor	
Total.....	\$4,333,148	\$2,802,967	\$428,847	\$1,000,795	\$109,539
Alabama.....	50,705	28,230	4,638	16,619	1,218
Alaska.....	2,085	1,400	85	537	63
Arizona.....	18,346	11,103	1,648	5,178	417
Arkansas.....	30,235	19,059	2,985	7,507	684
California.....	362,502	247,112	33,265	73,926	8,199
Colorado.....	34,183	22,390	3,426	7,608	759
Connecticut.....	83,422	55,706	8,490	17,292	1,934
Delaware.....	10,290	6,633	994	2,380	283
District of Columbia.....	16,229	10,751	1,201	3,797	480
Florida.....	110,775	76,613	12,164	20,001	1,997
Georgia.....	51,906	28,520	4,271	17,559	1,556
Hawaii.....	8,886	5,724	667	2,399	126
Idaho.....	12,994	8,484	1,289	2,992	229
Illinois.....	278,588	182,069	27,198	62,216	7,105
Indiana.....	124,193	80,253	13,191	28,010	2,719
Iowa.....	61,022	41,144	6,744	11,857	1,277
Kansas.....	44,199	29,129	4,822	9,226	1,022
Kentucky.....	59,223	34,946	5,816	17,050	1,411
Louisiana.....	42,118	23,830	3,537	13,564	1,187
Maine.....	34,727	23,771	3,386	6,862	708
Maryland.....	60,077	37,098	5,387	15,880	1,712
Massachusetts.....	199,730	135,424	19,874	40,309	4,123
Michigan.....	203,390	127,906	21,498	49,204	4,782
Minnesota.....	76,173	51,154	7,932	15,452	1,635
Mississippi.....	23,450	13,499	2,053	7,328	570
Missouri.....	107,437	71,517	10,785	22,517	2,618
Montana.....	14,636	9,626	1,284	3,417	309
Nebraska.....	27,456	18,565	3,011	5,330	550
Nevada.....	4,442	2,934	283	1,081	144
New Hampshire.....	22,359	15,464	2,147	4,310	438
New Jersey.....	184,118	119,926	18,830	40,986	4,376
New Mexico.....	9,089	4,930	759	3,165	235
New York.....	521,563	350,706	50,215	107,947	12,695
North Carolina.....	58,440	31,856	5,007	20,081	1,496
North Dakota.....	7,165	4,653	710	1,629	173
Ohio.....	272,105	173,466	29,077	63,201	6,361
Oklahoma.....	41,586	25,913	4,109	11,582	982
Oregon.....	55,938	39,181	5,465	10,236	1,056
Pennsylvania.....	376,669	240,625	39,269	88,164	8,611
Puerto Rico.....	7,478	5,036	676	1,634	132
Rhode Island.....	33,459	22,903	3,307	6,508	741
South Carolina.....	29,107	14,929	2,319	11,001	858
South Dakota.....	10,244	6,789	1,075	2,145	235
Tennessee.....	52,770	30,729	4,788	16,000	1,253
Texas.....	126,731	73,344	11,718	38,248	3,421
Utah.....	15,416	8,953	1,658	4,469	336
Vermont.....	12,024	8,093	1,241	2,493	197
Virgin Islands.....	106	80	7	19	(3)
Virginia.....	63,411	37,092	5,746	18,847	1,726
Washington.....	84,540	58,656	8,261	16,008	1,615
West Virginia.....	55,747	32,201	5,734	16,784	1,028
Wisconsin.....	107,311	70,720	11,741	22,504	2,346
Wyoming.....	5,728	3,741	515	1,344	128
Foreign.....	26,625	18,391	2,549	5,422	263

¹ Distribution by State and type of benefit estimated. Supplementary benefits are paid to aged wives, wives under age 65 with child beneficiaries in their care, dependent aged husbands, and children of old-age beneficiaries. Survivor benefits are paid to the following survivors of deceased insured workers: aged

widows, dependent aged widowers, children, widowed mothers or divorced wives with child beneficiaries in their care, or dependent aged parents.

² Distribution by State based on 10-percent sample.

³ Less than \$500.

Recent Publications*

Social Security Administration

BUREAU OF PUBLIC ASSISTANCE. *Administrative Costs of Public Assist-*

*Prepared in the Library, Department of Health, Education, and Welfare. Orders for items listed should be directed to publishers and booksellers; Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

ance: Variations Among States, 1954. (Public Assistance Report No. 25.) Washington: The Bureau, 1955. 17 pp., and tables. Limited free distribution; apply to the Bureau of Public Assistance, Social Security Administration, Washington 25, D. C.

BUREAU OF PUBLIC ASSISTANCE. *Recipients of Old-Age Assistance in Early 1953: Part I—State Data* (Public Assistance Report No. 26.) Washington: The Bureau, June 1955. 94 pp. Processed.

Personal characteristics of recipients of old-age assistance, their income and requirements, housing, and ownership of property. Limited free distribution; apply to the Bureau of Public Assistance, Social Security Administration, Washington 25, D. C.

CHILDREN'S BUREAU. *Children Receiving Casework Services, June 1952.* (Statistical Series, No. 27.) Washington: The Bureau, 1955. 17 pp. Processed. Limited free distribution; apply to the Children's Bureau, Social Security Ad-

Table 9.—Employment security: Selected data on nonfarm placements and unemployment insurance claims and benefits, by State, July 1955¹

Region and State	Nonfarm placements	Initial claims ²		Weeks of unemployment covered by continued claims		Compensated unemployment					Average, weekly insured unemployment under State programs ^{3,4}
		Total	Women ³	Total	Women	All types of unemployment ⁴			Total unemployment		
						Weeks compensated	Benefits paid ⁵	Average weekly number of beneficiaries	Weeks compensated	Average weekly payment	
Total.....	513,636	969,267	456,486	4,676,968	2,162,914	3,879,928	\$91,601,866	923,792	3,557,498	\$24.45	* 1,091,879
Region I:											
Connecticut.....	7,716	31,168	15,882	92,566	49,980	62,266	1,617,877	14,825	57,991	26.90	23,554
Maine.....	2,829	4,704	2,127	38,338	22,585	29,930	564,451	7,126	27,883	18.93	8,951
Massachusetts.....	16,479	52,135	30,722	197,048	100,449	159,028	3,812,978	37,864	145,983	21.53	45,191
New Hampshire.....	2,074	4,379	2,375	22,441	12,830	18,187	361,674	4,330	16,155	20.91	5,317
Rhode Island.....	1,610	18,095	10,547	59,318	32,739	47,300	1,060,693	11,262	43,017	23.35	14,245
Vermont.....	1,409	1,455	940	9,454	6,279	7,824	170,026	1,863	7,110	22.70	2,210
Region II:											
New Jersey.....	11,290	58,658	35,532	216,425	139,333	254,766	6,986,888	60,659	237,018	28.21	58,901
New York.....	65,962	179,747	99,304	776,068	407,435	695,746	17,711,938	165,654	627,466	26.78	177,148
Puerto Rico.....	2,553	187	20	1,518	299	773	18,493	184	771	23.96	.....
Virgin Islands.....	371	3	0	11	6	11	330	3	11	30.00	.....
Region III:											
Delaware.....	749	1,197	451	6,370	2,665	4,812	108,099	1,146	4,504	23.27	1,460
District of Columbia.....	2,482	2,661	786	16,757	7,563	15,475	392,381	3,685	15,112	23.50	3,185
Maryland.....	7,595	15,289	6,833	69,341	29,290	64,249	1,486,154	15,297	58,738	23.84	14,858
North Carolina.....	12,914	28,682	16,608	135,902	76,201	114,929	2,053,055	27,364	106,343	18.46	30,351
Pennsylvania.....	19,245	130,736	64,011	590,709	231,895	493,686	12,535,397	117,544	446,412	26.47	141,209
Virginia.....	7,410	8,093	3,462	60,926	33,919	55,900	958,314	13,310	53,942	17.38	13,968
West Virginia.....	2,017	8,711	1,290	59,941	11,947	44,826	857,816	10,673	41,089	19.73	14,433
Region IV:											
Alabama.....	7,434	11,100	2,850	71,160	21,316	50,883	882,512	12,115	48,445	17.67	16,471
Florida.....	14,508	19,427	10,762	93,913	50,429	63,854	1,218,255	15,203	61,684	19.29	22,359
Georgia.....	13,770	15,225	7,359	95,948	53,334	73,721	1,350,564	17,553	68,636	18.71	20,961
Mississippi.....	7,684	7,987	2,961	42,362	12,700	29,192	533,962	6,950	27,016	18.78	9,610
South Carolina.....	7,612	11,543	5,465	48,811	23,956	37,748	678,918	8,988	35,349	18.39	11,442
Tennessee.....	9,465	16,325	8,078	143,578	66,002	125,374	2,398,365	29,851	119,963	19.33	33,874
Region V:											
Kentucky.....	4,813	10,132	3,326	116,996	40,340	102,557	2,089,990	24,418	94,954	20.92	27,137
Michigan.....	14,042	43,586	11,943	159,413	52,128	123,696	3,687,033	29,451	119,092	30.37	40,737
Ohio.....	24,581	29,966	12,754	154,775	67,092	124,767	3,197,793	29,706	114,267	26.59	36,137
Region VI:											
Illinois.....	18,549	44,686	20,245	304,291	152,847	249,038	5,932,506	59,295	223,288	25.03	74,049
Indiana.....	7,683	23,622	9,032	79,721	34,061	65,171	1,464,454	15,517	57,466	23.58	19,488
Minnesota.....	9,269	5,848	2,719	52,734	26,082	42,531	883,110	10,126	39,968	21.22	12,293
Wisconsin.....	14,404	8,819	3,242	48,257	20,813	40,041	1,052,917	9,534	36,418	26.88	11,444
Region VII:											
Iowa.....	6,475	3,800	1,747	18,662	10,623	15,462	293,427	3,681	13,085	20.29	4,436
Kansas.....	8,593	5,208	1,765	30,166	12,088	29,126	690,021	6,935	27,334	24.22	7,076
Missouri.....	7,643	17,509	7,118	99,664	42,787	76,414	1,517,935	18,194	68,313	20.95	22,841
Nebraska.....	6,041	1,720	870	8,987	5,594	8,132	184,609	1,936	7,717	23.31	1,935
North Dakota.....	2,058	328	111	2,933	1,204	2,442	54,766	581	1,923	24.16	586
South Dakota.....	2,180	402	190	2,196	1,162	1,729	32,180	412	1,318	22.12	353
Region VIII:											
Arkansas.....	6,306	7,488	2,032	36,496	10,275	22,853	398,035	5,441	20,924	17.87	8,748
Louisiana.....	7,531	10,464	2,365	59,840	12,682	48,771	1,047,250	11,612	44,685	22.25	14,084
Oklahoma.....	14,261	7,836	2,463	38,929	14,628	26,894	620,762	6,403	24,395	23.97	8,832
Texas.....	43,794	14,256	4,093	91,028	30,983	70,441	1,229,180	16,772	67,947	17.71	20,481
Region IX:											
Colorado.....	8,669	2,164	626	8,782	3,272	7,267	175,157	1,730	6,505	24.96	1,934
Montana.....	3,019	815	280	5,495	2,408	4,858	111,360	1,157	4,858	22.74	1,224
New Mexico.....	3,239	2,396	437	9,724	2,149	9,315	223,076	2,218	8,778	24.43	2,443
Utah.....	3,258	4,776	611	15,293	6,411	10,636	258,020	2,532	9,437	25.27	3,928
Wyoming.....	1,881	418	113	2,889	817	2,466	66,333	587	2,067	27.16	624
Region X:											
Arizona.....	4,776	6,276	980	18,716	5,072	11,079	264,953	2,638	10,457	24.32	4,918
California.....	37,776	57,941	23,644	315,109	163,717	249,602	6,286,892	59,429	224,747	26.30	71,330
Hawaii.....	1,037	1,577	482	12,588	5,936	10,728	205,274	2,554	8,850	21.01	(7)
Nevada.....	2,303	1,279	249	4,483	1,630	4,487	133,498	1,068	4,144	30.41	982
Region XI:											
Alaska.....	1,145	627	255	3,367	968	4,601	153,765	1,095	4,433	53.41	(7)
Idaho.....	3,862	1,626	1,356	5,887	3,428	4,325	95,752	1,030	4,056	22.53	1,515
Oregon.....	9,100	9,653	4,526	34,264	16,328	24,979	547,524	5,947	23,290	22.39	8,315
Washington.....	10,200	16,542	8,527	56,378	22,337	35,040	945,154	8,343	32,144	27.49	13,609

¹ Includes, except as otherwise noted, data for the Federal employees' unemployment insurance program, administered by the States as agents of the Federal Government.

² Total excludes transitional claims.

³ Excludes claims filed solely under the Federal employees' unemployment insurance program.

⁴ Total, part-total, and partial.

⁵ Not adjusted for voided benefit checks and transfers under interstate combined-wage plan.

⁶ Excludes Alaska and Hawaii.

⁷ Data not available.

Source: Department of Labor, Bureau of Employment Security, and affiliated State agencies.

ministration, Washington 25, D. C.
CHILDREN'S BUREAU. *Diagnoses of Children Served in the Crippled Children's Program, 1952.* (Statistical Series, No. 25.)

Washington: The Bureau, 1955. 30 pp. Processed. Limited free distribution; apply to the Children's Bureau,

Social Security Administration, Washington 25, D. C.
CHILDREN'S BUREAU. *Educational* (Continued on page 32)

Table 10.—Public assistance in the United States, by month, July 1954–July 1955¹

[Except for general assistance, includes vendor payments for medical care and cases receiving only such payments]

Year and month	Total ²	Old-age assistance	Aid to dependent children		Aid to the blind	Aid to the permanently and totally disabled	General assistance	Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	Aid to the permanently and totally disabled	General assistance
			Families	Recipients									
				Total ³										Children

1954	Number of recipients						Percentage change from previous month							
July		2,579,228	581,179	2,078,251	1,565,887	101,229	214,829	297,000	-----	-0.1	- .1	+ .3	+1.5	-0.5
August		2,578,682	584,715	2,093,489	1,577,953	101,456	217,432	303,000	-----	(4)	+ .6	+ .2	+1.2	+2.0
September		2,578,207	588,088	2,109,981	1,590,409	101,759	219,752	308,000	-----	(4)	+ .6	+ .3	+1.1	+1.7
October		2,569,458	590,975	2,121,879	1,599,738	101,954	221,265	312,000	-----	- .3	+ .5	+ .2	+ .7	+1.4
November		2,565,342	594,562	2,137,257	1,611,647	102,193	222,631	322,000	-----	- .2	+ .6	+ .2	+ .6	+3.0
December		2,564,767	604,172	2,173,772	1,639,947	102,441	224,391	351,000	-----	(4)	+1.6	+ .2	+ .8	+8.9
1955	Number of recipients						Percentage change from previous month							
January		2,558,246	610,518	2,197,927	1,658,102	102,583	225,855	370,000	-----	- .3	+1.0	+ .1	+ .7	+5.9
February		2,553,776	617,692	2,227,501	1,680,549	102,804	227,490	380,000	-----	- .2	+1.2	+ .2	+ .7	+2.2
March		2,552,881	624,235	2,253,174	1,699,626	103,045	229,894	381,000	-----	(4)	+1.1	+ .2	+1.1	+ .9
April		2,550,724	626,182	2,261,283	1,706,164	103,382	232,346	357,000	-----	- .1	+ .3	+ .3	+1.1	-6.4
May		2,547,965	625,430	2,260,962	1,705,832	103,654	234,649	330,000	-----	- .1	- .1	+ .3	+1.0	-7.7
June		2,548,593	620,349	2,239,477	1,691,733	103,906	236,840	310,000	-----	(4)	- .8	+ .2	+ .9	-5.5
July		2,550,130	611,625	2,209,467	1,669,036	104,144	238,770	298,000	-----	+ .1	- .1	+ .1	+ .8	-3.9
1954	Amount of assistance						Percentage change from previous month							
July	\$220,138,000	\$132,737,720	\$49,550,875	\$5,675,355	\$11,552,274	\$15,486,000	(4)	-0.1	+0.1	+0.8	+2.0	+0.5		
August	221,015,000	132,934,770	49,743,774	5,675,905	11,638,641	15,886,000	+0.4	+1	+4	(4)	+7	+2.6		
September	222,969,000	133,470,469	50,293,374	5,704,478	11,805,299	16,555,000	+9	+4	+1.1	+5	+1.4	+4.1		
October	222,765,000	132,371,000	50,775,470	5,732,141	12,037,489	16,910,000	-1	-8	+1.0	+5	+2.0	+2.2		
November	224,483,000	132,502,142	50,948,452	5,746,741	12,110,814	17,776,000	+8	+1	+3	+3	+6	+5.1		
December	229,361,000	133,103,900	52,083,695	5,774,614	12,324,863	20,079,000	+2.2	+5	+2.2	+5	+1.8	+12.9		
1955	Amount of assistance						Percentage change from previous month							
January	229,831,000	132,947,773	52,337,556	5,795,835	12,280,061	20,949,000	+2	-1	+5	+4	-4	+4.4		
February	230,496,000	132,053,661	53,192,939	5,822,423	12,421,584	21,518,000	+3	-7	+1.6	+5	+1.2	+2.7		
March	232,02,000	132,378,590	54,078,960	5,848,702	12,647,701	21,908,000	+1.0	+2	+1.7	+5	+1.8	+1.8		
April	230,874,000	132,351,618	54,273,669	5,873,069	12,808,950	19,922,000	-8	(4)	+4	+4	+1.3	-9.1		
May	229,468,000	132,674,197	54,229,682	5,898,355	12,895,336	17,947,000	-6	+2	-1	+4	+7	-9.9		
June	228,490,000	133,297,014	53,835,897	5,965,151	13,010,232	16,674,000	-4	+5	-7	+1.1	+9	-7.1		
July	227,602,000	134,252,684	52,990,168	5,906,129	13,188,941	15,959,000	-4	+7	-1.6	-1.0	+1.4	-4.3		

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds and from special medical funds; data for such expenditures partly estimated for some States.

³ Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

⁴ Decrease of less than 0.05 percent.

⁵ Increase of less than 0.05 percent.

SOCIAL WELFARE PROGRAMS

(Continued from page 14)

billion or between three and four times as much as death payments under group life insurance and almost as much as death payments under all private life insurance.

Organized private charitable expenditures⁵ for purposes comparable

⁵ The most frequently cited estimate of total charitable contributions, that of F. E. Andrews (*Philanthropic Giving*, Russell Sage Foundation, 1950), includes individual and corporate gifts and bequests for religious, welfare, health, and educational purposes in this and other countries. In 1954, this combined total was estimated by Andrews at \$5.4 billion (*New York Times*, March 25, 1955). Perhaps \$2.5 billion of the total went to religious organizations, and some \$300 million (\$150 million from the funds going to religious organizations) was sent abroad.

to public assistance and to the programs grouped in table 1 under "other welfare services" were perhaps in the neighborhood of \$800 million or \$900 million in the fiscal year 1953–54. The total includes funds spent by private social agencies, community chests, and other groups for institutional care (orphanages and homes for the aged), foster home care, income maintenance, social services, and community planning. It also includes the estimated expenditures (about \$200 million) of religious organizations in this country for such purposes. It excludes community chest and other private expenditures for health, referred to earlier. A very small part of the private welfare expenditures was for direct payments to needy people;

a large share was used for family adjustment services, recreation and group work, and community planning activities.

Through a combination of individual effort and social organization, the people of the United States have built for themselves a social welfare structure that goes a long way toward providing opportunity for education, health, and economic security to every individual. While it is recognized that the structure still has gaps and weaknesses, opinions differ as to what are the priority claims on the national attention and resources. As long as knowledge and productivity continue to increase, there can be no doubt that the social welfare programs also will grow both in scope and effectiveness.

Table 11.—Amount of vendor payments for medical care for recipients of public assistance, by program and State, July 1955¹

State	Old-age assistance	Aid to dependent children	Aid to the blind	Aid to the permanently and totally disabled	General assistance ²
Total.....	\$10,301,432	\$1,796,607	\$250,641	\$1,840,608	² \$5,305,000
Alabama.....	1,162	1,102		587	2
Alaska.....				(⁴)	12,812
California.....				(⁴)	59,932
Colorado.....			188		(³)
Connecticut.....	269,600	110,061	4,704	60,791	(³)
Delaware.....					5
Hawaii.....	19,382	6,478	999	15,996	(³)
Illinois.....	2,062,471	253,863	64,867	251,300	482,493
Indiana.....	423,367	68,431	19,626	(⁴)	159,385
Iowa.....				(⁴)	193,553
Kansas.....	802,461	37,537	4,636	80,802	39,780
Louisiana.....	179	4,256	259	1,938	2,062
Maine.....	57,488	13,065	1,680	1,680	38,661
Massachusetts.....	1,960,075	140,079	1,745	485,734	126,659
Michigan.....	149,579		1,832	24,338	84,211
Minnesota.....	1,174,064	92,794	6,961	6,128	163,536
Montana.....					149,516
Nebraska.....				(⁴)	151,390
Nevada.....	6,656			(⁴)	64,558
New Hampshire.....	74,952	13,716	2,457	4,780	(⁴)
New Jersey.....		16,070	82		155,101
New Mexico.....	31,486	33,825	1,948	2,832	3,164
New York.....	2,072,278	605,822	82,265	755,174	(³)
North Carolina.....	20,728	11,308		7,368	146,595
North Dakota.....	128,570	10,422	395	15,757	15,403
Ohio.....	240,978	29,915	9,377		980,918
Oregon.....					127,751
Pennsylvania.....	121,428	102,116	23,409	39,044	64,915
Rhode Island.....	51,646	24,528	1,398	16,960	29,127
South Carolina.....					18,848
South Dakota.....					75,967
Utah.....	607	459	52	282	115
Virgin Islands.....	187	32	6	55	57
Virginia.....					7,321
Washington.....	849,490	116,248	9,900	92,680	(³)
Wisconsin.....	411,608	111,650	11,955	31,582	149,765
Wyoming.....					35,194

¹ For the special types of public assistance figures in italics represent payments made without Federal participation. States not shown made no vendor payments during the month or did not report such payments.

² In all States except California, Illinois, Kansas, Louisiana, Massachusetts, Nevada, New Jersey, Pennsylvania, Utah, and the Virgin Islands includes payments made on behalf of recipients of the special types of public assistance.

³ Includes an estimated amount for States making vendor payments for medical care from general assistance funds and from special medical funds and reporting these data semiannually but not on a monthly basis.

⁴ No program for aid to the permanently and totally disabled.

⁵ Data not available.

(Continued from page 30)

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The 25 States covered by the study represented every major region; they included large and small States, as well as high-income and low-income States.

U. S. COMMISSION ON INTERGOVERNMENTAL RELATIONS. *A Report to the President . . .* Washington: U. S. Govt. Print. Off., 1955. 311 pp. \$1.25.

The Commission's findings and recommendations.

U. S. COMMISSION ON INTERGOVERN-

Table 12.—Average payments including vendor payments for medical care, average amount of money payments, and average amount of vendor payments for assistance cases, by program and State, July 1955¹

State	Old-age assistance			Aid to dependent children (per family)			Aid to the blind			Aid to the permanently and totally disabled		
	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²
Total, 53 States ⁴	\$52.65	\$48.85	\$4.04	\$86.64	\$83.79	\$2.94	\$56.71	\$54.47	\$2.41	\$55.24	\$48.08	\$7.71
Alabama	39.95	39.93	.02	44.08	44.02	.06	67.87	67.46	.62	35.99	35.94	.06
Colorado	86.99	70.99	16.00	138.53	117.53	21.00	94.91	80.91	14.00	114.25	83.25	31.00
Connecticut	48.83	38.02	10.82	94.18	92.23	1.95	57.85	48.77	9.08	63.04	51.10	11.94
Hawaii	61.93	41.70	21.75	133.31	121.23	12.11	68.31	50.82	18.29	81.45	41.67	41.28
Illinois	48.69	37.78	11.58	89.75	82.03	7.85	60.57	50.18	10.98	(⁵)	(⁵)	(⁵)
Indiana	65.33	59.74	5.94	110.36	102.58	8.60	73.99	66.58	7.61	68.30	60.81	7.81
Kansas	50.98	50.98	(⁶)	65.19	64.96	.23	50.12	49.90	.13	42.64	42.49	.15
Louisiana	49.41	46.41	2.99	84.89	81.90	3.00	53.37	50.38	2.99	54.89	48.89	6.00
Maine	77.27	55.70	22.06	127.24	116.80	10.81	95.30	94.34	.97	100.56	56.45	47.08
Massachusetts	55.79	55.08	2.00				63.10	62.85	1.02	71.85	70.51	10.43
Michigan	67.93	45.73	22.74	118.56	107.26	11.80	58.14	52.80	5.64	57.42	50.46	8.42
Minnesota	57.63	56.05	2.52				(⁵)	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
Mississippi	58.93	46.96	12.00	125.99	113.72	13.50	64.59	55.79	9.00	73.13	53.13	20.00
New Hampshire				118.40	115.69	2.71	69.56	69.76	.04	31.07	29.41	1.67
New Jersey	32.33	29.25	3.08	68.95	63.30	5.65	35.16	30.17	4.98	82.72	66.79	18.44
New Mexico	78.39	60.98	20.51	134.67	124.51	11.24	88.44	72.73	18.85	37.43	36.79	.64
New York	31.56	31.16	.40	62.11	61.51	.61				71.46	54.79	17.78
North Carolina	67.33	52.43	15.55	113.69	108.01	6.89	56.58	53.24	3.35	53.66	50.68	2.98
North Dakota	58.20	55.82	2.38	95.66	94.16	1.61	57.35	54.86	2.60	76.38	68.29	11.40
Ohio	45.75	43.59	2.16	104.66	101.18	3.47	50.81	49.39	1.42	64.91	64.76	.16
Pennsylvania	59.68	54.89	6.39	109.94	102.94	7.00	72.84	66.87	7.85	76.38	68.29	11.40
Rhode Island	59.63	59.57	.06	111.94	111.79	.15	66.99	66.76	.23	64.91	64.76	.16
Utah	18.53	18.26	.27	35.03	34.95	.25	(⁷)	(⁷)	(⁷)	19.36	18.82	.54
Virgin Islands	76.70	62.37	14.33	118.56	105.56	13.00	92.18	79.39	12.79	90.51	73.44	17.08
Washington	61.71	52.21	9.57	137.95	124.19	13.92	69.59	59.21	10.63	93.27	65.76	27.68
Wisconsin												

¹ Averages for general assistance not computed because of difference among States in policy or practice regarding use of general assistance funds to pay medical bills for recipients of the special types of public assistance. Figures in italics represent payments made without Federal participation. States not shown made no vendor payments during the month or did not report such payments.

² Averages based on cases receiving money payments, vendor payments for medical care, or both.

³ Averages based on number of cases receiving payments. See tables 13-16 for average money payments for States not making vendor payments.

⁴ For aid to the permanently and totally disabled represents data for the 43 States with programs in operation.

⁵ No program for aid to the permanently and totally disabled.

⁶ Less than 1 cent.

⁷ Average payment not computed on base of less than 50 recipients.

MENTAL RELATIONS. *Summaries of Survey Reports on the Administrative and Fiscal Impact of Federal Grants-in-Aid.* Washington: U. S. Govt. Print. Off., 1955. 120 pp. 40 cents.

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KANSAS LEGISLATIVE COUNCIL. RESEARCH DEPARTMENT. *Problems Pertaining to Aging.* (Publication No. 194.) Topeka: The Council,

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Considers the economic situation of the aged, their health and medical care, recreation and activities, and facilities for care.

U. S. CONGRESS. HOUSE. COMMITTEE ON WAYS AND MEANS. *Social Security Amendments of 1955.* (H. Rept. 1189, 84th Cong., 1st sess., on H.R. 7225.) Washington: U. S. Govt. Print. Off., 1955. 72 pp.

Reports on the bill to amend the old-age and survivors insurance program.

Public Welfare

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FRIEDLANDER, WALTER A. *Introduction to Social Welfare.* New York: Prentice-Hall, Inc., 1955. 683 pp. \$9.

GREEN, HELEN D. *Social Work Practice in Community Organization.* New York: Whiteside, Inc., and

William Morrow & Co., 1954. 253 pp. \$4.

LUTZ, EDWARD A. *Some Problems and Alternatives in Developing Federal Block Grants to States for Public Welfare Purposes.* New York: Government Affairs Foundation, Inc., 1954. 2 vols. Processed.

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Surveys the past and probable future of Federal-State relations in the field of welfare and considers how to achieve the best relations in the light of certain principles.

Child Welfare

CALIFORNIA. LEGISLATURE. SENATE INTERIM COMMITTEE ON SOCIAL

Table 13.—Old-age assistance: Recipients and payments to recipients, by State, July 1955¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	June 1955 in—		July 1954 in—	
				Number	Amount	Number	Amount
Total ²	2,550,130	\$134,252,684	\$52.65	+0.1	+0.7	-1.1	+1.1
Ala.	76,322	3,048,685	39.95	+8.3	+22.1	+20.0	+58.3
Alaska	1,676	107,310	64.03	-1.4	-1.0	+3	+2.3
Ark.	13,862	774,026	55.84	+6	+6	-2	-8
Calif.	54,885	1,843,101	33.58	+3	+2	+4.1	+3.5
Colo.	208,750	17,730,474	85.02	-2	-1.7	-1.1	-5.3
Conn.	32,439	4,458,478	136.99	(3)	(1)	(1)	+17.5
Del.	16,850	1,465,718	86.99	+1	+2.5	+7	+6.3
D. C.	1,607	64,186	39.94	-1.2	-1.2	-5.2	-4.0
Fla.	3,050	162,779	53.37	-8	-1.4	+3.5	+3.2
Ga.	69,121	3,206,388	46.39	-2	(3)	+3	+1.0
Idaho	98,498	3,727,803	37.85	+1	+2	+1.1	+2.3
Ill.	1,792	57,308	48.83	-6	+7	-7.1	+4.7
Ind.	8,729	479,381	54.92	-4	-1	-2	-2.8
Iowa	94,832	5,872,765	61.93	-5	-5	-5.7	+4.3
Kans.	36,551	1,779,846	48.69	-5	-2	-5.5	-2.4
La.	41,231	2,379,404	57.71	-4	-2	-4.4	-3.6
Maine	34,093	2,227,364	65.33	-2	-1.0	-2.2	-1
Md.	55,592	1,967,790	35.40	(*)	+1	-2.2	+4
Mass.	120,204	6,127,790	50.98	+1	+1	+6	+1
Mich.	12,518	618,498	49.41	-4	+6.1	-2.0	+2.8
Miss.	10,513	476,611	45.34	-3	(*)	-2.0	-7
Mo.	88,845	6,865,102	77.27	-3	-4	-4.2	-9
Mont.	74,607	4,162,335	55.79	-4	-2	-3.8	-1
Nebr.	51,629	3,506,962	67.93	-2	+2.2	-1.6	+4.9
Nev.	70,634	1,977,826	27.88	+3	+2.2	+6.1	+12.0
N. H.	132,783	6,388,480	49.62	-2	-1	-5	-1.4
N. J.	8,967	319,048	35.46	-2	-2	-3.2	-2.5
N. Mex.	17,784	894,532	50.36	-2	-2	-3.2	-2.5
N. Y.	2,641	152,213	57.63	+5	+8	-8	-4
N. C.	6,246	308,084	48.99	-7	-8	-6.2	-5.5
N. Dak.	20,252	1,377,347	68.01	-4	-1.1	-2.2	+2.0
Ohio	10,221	330,432	32.33	+1	+1.4	-14.5	-40.4
Okl.	101,059	7,922,497	78.39	-6	-1.4	-3.8	-5
Ore.	31,830	1,635,632	51.56	+1	-5	+5	+2.7
Pa.	8,209	356,722	43.33	+2	+7.4	-6	+11.1
R. I.	101,075	5,882,486	58.20	-3	-3	-3.4	-2.6
S. C.	95,244	5,865,971	61.59	(*)	+2	-1	+7.1
S. Dak.	19,355	1,232,468	64.71	-9	-1.3	-5.6	-5.8
Tenn.	36,362	2,378,479	65.75	-1	-7	-6.5	-6.4
Tex.	44,252	348,726	7.88	-5	-2	-1.8	-1
Utah	8,076	481,942	59.68	-5	-1	-6.5	-2.3
Vt.	43,338	1,404,801	32.41	+2	-1	+8	+3.3
W. Va.	10,722	480,500	44.81	-4	-4	-3.2	-3.4
Wis.	65,607	2,282,657	34.79	-3	-3	-2.9	-6.0
Wyo.	223,021	8,731,130	39.15	(*)	+1	+1.1	+7.9
Ala.	9,433	562,536	59.63	-1	(*)	-1.4	-1.8
Ark.	6,823	310,712	45.54	-5	+1.5	-2	+1.5
Calif.	660	12,788	18.53	+1	(*)	+1.2	+33.7
Conn.	17,218	519,764	30.19	(*)	+2	-1.1	+2.5
Del.	58,644	4,408,136	76.70	-4	+24.0	-5.1	+16.3
D. C.	24,093	667,777	27.72	-6	-5	-7.5	-18.0
Fla.	43,004	2,653,783	61.71	-2	-3.0	-6.1	-3.1
Ga.	4,001	234,001	58.64	+3	+1	-6	-2.2

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Includes 4,086 recipients aged 60-64 in Colorado and payments of \$378,561 to these recipients. Such payments are made without Federal participation.

³ Decrease of less than 0.05 percent.

⁴ Increase of less than 0.05 percent.

⁵ In addition to these payments from old-age assistance funds, supplemental payments of \$111,147 from general assistance funds were made to recipients for medical care.

⁶ Beginning July 1955 includes vendor payments for medical care previously made by different agency.

Table 14.—Aid to the blind: Recipients and payments to recipients, by State, July 1955¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	June 1955 in—		July 1954 in—	
				Number	Amount	Number	Amount
Total ²	104,144	\$5,906,129	\$56.71	+0.2	-1.0	+2.9	+4.1
Ala.	1,623	57,478	35.41	+4	+6	+7.1	+45.8
Alaska	71	4,610	64.93	(3)	(3)	(3)	(3)
Ark.	742	47,496	64.01	-9	-7	+3.5	+5.2
Calif.	2,009	80,908	40.27	+3	-2	+4.5	+4.7
Colo.	12,645	1,061,005	83.91	-1	-8	+3.2	+1.5
Conn.	318	21,382	67.87	+6	+2.1	-5.4	-4.6
Del.	336	31,890	94.91	+2.1	+7.5	+10.2	+11.9
D. C.	217	13,614	62.74	+1.9	+2.2	+1.4	+5.5
Fla.	251	14,909	59.40	-2.0	-1.9	+2.9	+0.3
Ga.	2,839	139,826	49.25	-2	+2	-2.4	-1.8
Idaho	3,395	146,157	43.05	+4	+6	+4.9	+5.7
Ill.	11	6,364	57.85	-6.0	-2.3	-9	+16.3
Ind.	192	11,610	60.47	+1.6	+2	-1.5	+6
Iowa	3,546	242,221	68.31	-3	-7	-3.2	+7.9
Kans.	1,787	108,241	60.57	-3	+3.1	+3.7	+10.5
La.	1,428	105,159	73.64	-2	(*)	+2.5	+3.3
Maine	617	45,630	73.99	-2.2	-1.3	-8	+4.6
Mass.	2,974	110,534	37.17	+8	+1.0	+7.6	+8.6
Mich.	2,058	103,145	50.12	+5	+1.1	+3.7	+5.8
Miss.	541	28,875	53.37	-4	+5.4	-1.1	+4.2
Mo.	477	24,507	51.38	-2	-1.1	+1.1	+3.3
Mont.	1,808	172,310	95.30	+9	+2.5	+3.0	+7.0
Nebr.	1,792	113,077	63.10	-5	-1.1	+1.2	+4.5
Nev.	1,234	71,750	58.14	-1.1	-53.1	+1.6	-24.7
N. H.	3,630	125,715	34.63	+1.1	+1.4	+10.5	+20.8
N. J.	4,179	229,845	55.00	+1.4	+1.4	+8.3	+8.3
N. Mex.	440	28,489	64.75	-1.3	-1.6	-2.2	-2.1
N. Y.	747	43,441	58.15	+7	+8	+3.3	+5.4
N. C.	110	8,317	75.61	0	+7	(3)	(3)
N. Dak.	273	17,633	64.59	+4	+1.8	-2.5	+1
Ohio	877	61,006	69.56	+9	+1.3	+2.8	+5.4
Okl.	391	13,746	35.16	+8	+1	-10.5	-32.0
Ore.	4,364	385,968	88.44	(*)	+4	+6	+5.6
Pa.	4,934	201,394	40.82	+8	+1.0	+3.5	+5.1
R. I.	118	6,677	56.58	0	-14.2	+8.3	+10.5
S. C.	3,755	215,359	57.35	+5	+1.2	+2	+5.3
S. Dak.	2,034	130,231	73.86	0	+2	-3.7	+7.4
Tenn.	335	24,490	73.10	-3.2	-3.6	-3.7	-6.9
Tex.	16,542	840,424	50.81	+3	+1	+2.3	+2.0
Utah	1,502	12,231	7.83	+6	+1.0	+15.1	+17.7
Vt.	178	12,966	72.84	+6	+6	-7.3	-5.3
W. Va.	1,764	67,209	38.10	+1.0	+1.2	+4.3	+7.3
Wis.	203	8,742	43.06	+5	-1.6	+2.0	+1.9
Wyo.	3,299	136,721	41.44	+1	+2	+3.3	+3.1
Ala.	6,505	288,532	44.36	+1	+4	+3.9	+3.2
Ark.	227	15,207	66.99	+4	+1	+2.7	+6.4
Calif.	161	7,930	49.25	-6	(3)	-1.8	-6.7
Conn.	34	618	(3)	(3)	(3)	(3)	(3)
Del.	1,313	47,744	36.36	+4	+9	+1	+3.2
D. C.	774	71,346	92.18	+4	+18.1	-1.4	+14.3
Fla.	1,184	37,987	32.08	0	-2	+3	-11.6
Ga.	1,135	78,979	69.59	-4	+1.9	-3.5	+2.0
Idaho	66	4,264	64.61	(3)	(3)	(3)	(3)

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Data include recipients of payments made without Federal participation and payments to these recipients as follows: In California (403 recipients, \$35,560 in payments), in Washington (4 recipients, \$240 in payments), in Missouri (664 recipients, \$36,520 in payments), and in Pennsylvania (7,771 recipients, \$384,403 in payments).

³ Average payments not computed on base of less than 50 recipients; percentage change, on less than 100 recipients.

⁴ Increase of less than 0.05 percent.

⁵ In addition to these payments from aid to the blind funds, supplemental payments of \$7,538 from general assistance funds were made to recipients for medical care.

⁶ Decrease of less than 0.05 percent.

⁷ Beginning July 1955 includes vendor payments for medical care previously made by different agency.

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Table 15.—Aid to dependent children: Recipients and payments to recipients, by State, July 1955¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total ²	Children	Total amount	Average per—		June 1955 in—		July 1954 in—	
					Family	Recipient	Number of families	Amount	Number of families	Amount
Total.....	611,625	2,209,467	1,069,036	\$52,990,168	\$86.64	\$23.98	-1.4	-1.6	+5.2	+6.9
Alabama.....	18,395	71,061	54,651	810,788	44.08	11.41	+9	+1.6	+11.0	+15.6
Alaska.....	1,218	4,221	3,108	109,361	89.79	25.91	-1.1	-1.1	+14.7	+36.2
Arizona.....	4,685	17,955	13,557	442,385	94.43	24.64	+2.1	+1.9	+10.7	+11.4
Arkansas.....	7,607	28,401	21,916	417,234	54.85	14.69	-15.4	-16.4	+8.2	+12.2
California.....	54,761	184,736	141,227	6,892,476	125.86	37.31	-2.3	-2.5	+2.0	+4.3
Colorado.....	5,805	21,818	16,721	624,557	107.59	28.63	-1.8	-1.9	+2.4	+3.6
Connecticut.....	5,241	16,976	12,577	726,036	138.53	42.77	+6	+1.9	+17.8	+24.1
Delaware.....	1,069	4,154	3,184	92,771	86.78	22.33	-4.0	-3.7	+18.4	+21.9
District of Columbia.....	2,054	8,541	6,625	220,382	107.29	25.80	-3.3	-3.2	-11.0	-9.1
Florida.....	21,040	74,305	56,552	1,153,590	54.83	15.53	-5	-2	+6.7	+7.9
Georgia.....	14,445	52,419	40,045	1,086,751	75.23	20.73	-1.3	-1.2	+9.5	+11.2
Hawaii.....	3,321	12,776	10,138	312,782	94.18	24.48	-7	+4	+5.8	+8.7
Idaho.....	1,872	6,757	4,975	239,162	127.76	35.39	-1.4	-1.2	+8	+3.9
Illinois.....	20,960	80,824	61,142	2,794,151	133.31	34.57	+1	+5	+3.2	+9.1
Indiana.....	8,722	30,555	22,646	782,837	89.75	25.62	-5	-1.4	+9.3	+11.5
Iowa.....	6,500	23,611	17,651	755,882	116.29	32.01	-1.2	-8	+6	-2.8
Kansas.....	4,366	15,733	12,064	481,816	110.36	30.62	-1.9	-2.2	+4.4	+5.7
Kentucky.....	18,964	68,205	50,943	1,204,432	63.51	17.66	+2	+5	+2.6	+6.1
Louisiana.....	18,508	71,616	54,438	1,206,619	65.19	16.85	+7	+7	+6.7	+9.2
Maine.....	4,357	15,124	10,926	369,887	84.89	24.46	-1.4	+2.3	+3.9	+7.1
Maryland.....	6,229	25,331	19,632	597,351	95.90	23.58	-2.3	-2.5	+7.3	+7.9
Massachusetts.....	12,960	43,348	31,977	1,649,041	127.24	38.04	-8	-7	+4.7	+6.7
Michigan.....	20,045	68,445	49,736	2,244,002	111.95	32.79	-2.0	-1.9	+6.9	+11.8
Minnesota.....	7,866	26,730	20,532	932,619	118.56	34.89	-1.2	-2.7	+6.7	+9.3
Mississippi.....	13,075	49,094	37,862	292,908	22.40	5.97	-3.1	-5.6	-14.3	-26.1
Missouri.....	21,966	77,236	57,348	1,493,216	67.98	19.33	-6	-5	+6.2	+8.3
Montana.....	1,948	6,881	5,185	205,292	105.39	29.83	-7.4	-7.9	-10.8	-7.4
Nebraska.....	2,514	9,103	6,805	238,889	95.02	26.24	-1.5	-8	+3.0	+5.7
Nevada.....	111	423	323	9,739	87.74	23.02	(³)	(³)	(³)	(³)
New Hampshire.....	1,016	3,649	2,709	128,002	125.90	35.08	-6.4	-8.8	-2.5	+2.6
New Jersey.....	5,928	19,800	14,987	701,902	118.40	35.45	-1.3	-1.3	+14.1	+18.2
New Mexico.....	5,985	21,926	16,705	412,662	68.95	18.82	-2.1	-2.0	-8.0	-15.1
New York.....	53,878	193,874	141,820	7,255,831	134.67	37.43	-8	-2.1	+9.5	+10.7
North Carolina.....	18,668	70,674	53,989	1,159,492	62.11	16.41	-5.5	-6.1	+7.0	+9.5
North Dakota.....	1,512	5,531	4,229	171,903	113.69	31.08	+1.0	-3	+4.7	+5.4
Ohio.....	15,876	59,942	45,470	1,518,746	95.66	25.34	+1.0	+2.7	+15.5	+15.5
Oklahoma.....	15,684	51,696	39,950	1,210,656	77.19	23.42	-2	(³)	+3.4	+10.4
Oregon.....	3,248	11,016	8,111	372,235	114.60	33.79	-16.6	-20.2	-2	3.2
Pennsylvania.....	29,387	111,566	84,333	3,075,567	104.66	27.57	-1.7	-1.3	+10.3	+12.6
Puerto Rico.....	41,892	143,952	110,560	435,218	10.39	3.02	-6	-5	+5.4	+9.8
Rhode Island.....	3,504	11,947	8,764	385,215	109.94	32.24	-1	-5	+5.1	+6.0
South Carolina.....	8,271	32,016	24,937	392,541	47.46	12.26	-2	-4	+8.1	+10.9
South Dakota.....	2,783	9,208	7,032	229,974	82.64	24.98	-2.4	-2.3	-9	-2.1
Tennessee.....	21,080	75,620	56,410	1,264,233	59.97	16.72	-4	-4	-3.3	-14.8
Texas.....	23,375	91,686	68,621	1,319,057	56.43	14.39	-1.1	-1.0	+13.3	+7.2
Utah.....	3,012	10,587	7,849	337,173	111.94	31.85	-2.5	-2.0	-3.2	-4.2
Vermont.....	1,094	3,794	2,849	86,506	79.07	22.80	-3.4	-3.0	+6.9	+8.9
Virgin Islands.....	207	770	631	7,252	35.03	9.42	+3.0	+2.3	+29.4	+106.6
Virginia.....	8,767	33,953	26,221	573,797	65.45	16.90	-9	-6	+4.7	+2.3
Washington.....	8,868	30,250	22,193	*1,051,366	*118.56	*34.76	-2.2	*-3.0	+3.0	*+16.0
West Virginia.....	18,417	69,703	54,154	1,347,557	73.17	19.33	-1.0	-1.0	+9	-7.8
Wisconsin.....	8,016	27,940	20,569	1,105,790	107.95	39.58	-1.9	-1.1	+1.6	+4.0
Wyoming.....	553	1,988	1,507	60,537	139.47	30.45	-2.3	-2.0	+7.0	+9.8

¹ For definitions of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

³ Not computed; July 1955 first month of operation under approved plan.

⁴ In addition to these payments from aid to dependent children funds, supplemental payments from general assistance funds were made to an unknown number of families.

⁵ Increase of less than 0.05 percent.

⁶ Beginning July 1955 includes vendor payments for medical care previously made by different agency.

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Table 16.—Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, July 1955¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	June 1955 in—		July 1954 in—	
				Number	Amount	Number	Amount
Total.....	238,770	\$13,188,941	\$55.24	+0.8	+1.4	+11.1	+14.2
Ala.....	10,340	372,172	35.99	+1.9	+2.3	+17.6	+70.7
Ark.....	4,905	132,813	31.15	—2	+1	+42.8	+44.6
Calif.....	4,938	282,205	57.15	—4	—3	+5.2	+5.9
Conn.....	1,961	224,050	114.25	+2.0	+8.8	+55.0	+74.5
Del.....	278	14,550	52.34	+7.8	+8.1	+118.9	+125.8
D. C.....	2,195	132,738	60.47	—5	—5	+11.8	+12.5
Ga.....	9,538	400,662	42.01	+4.7	+4.6	+27.3	+28.9
Hawaii.....	1,340	84,408	63.04	+8	—2	+9.3	+20.5
Idaho.....	854	52,237	61.17	0	+1	—7	+7
Ill.....	6,088	495,845	81.45	+7	+4	+6.5	+16.1
Kans.....	3,433	234,470	68.30	—1	0	+7.6	+11.2
La.....	13,069	557,207	42.64	+2.1	+2.2	+8.1	+9.7
Maine.....	180	9,880	54.89	+74.8	+97.0		
Md.....	4,563	244,599	53.60	+2.5	+2.7	+8.5	+11.6
Mass.....	10,318	1,037,620	100.56	—3	—1	+8.6	+14.3
Mich.....	2,333	167,622	71.85	+1.6	+1.8	+21.5	+21.5
Minn.....	728	41,801	57.42	+4.3	+9.2	+82.9	+97.2
Miss.....	3,078	75,744	24.61	+3.3	+3.4	+9.9	+10.1
Mo.....	14,171	735,637	51.91	+1	+1	—2.1	—2.2
Mont.....	1,421	90,385	63.61	—2.0	—2.1	+2.7	+3.8
N. H.....	239	17,479	73.13	+2.1	+2.0	+23.2	+28.7
N. J.....	3,372	269,327	79.87	+2.2	+1.5	+24.3	+27.8
N. Mex.....	1,700	52,827	31.07	+9	+5	—8.8	—27.7
N. Y.....	40,964	3,388,557	82.72	—4	—1.1	+6.1	+7.4
N. C.....	11,512	430,860	37.43	+1.7	+9	+23.2	+26.1
N. Dak.....	886	63,314	71.46	+7	+5.4	+10.2	+17.6
Ohio ²	8,505	423,967	49.85	+1.9	+2.0	+16.4	+17.0
Okl.....	5,913	346,225	58.55	+7	+5	+20.0	+45.6
Oreg.....	3,266	244,747	79.94	—1.1	—1.0	+17.9	+16.5
Pa.....	13,124	704,212	53.66	+6	+1.0	+4.1	+6.0
P. R.....	19,268	166,633	8.65	—2	+3	+16.1	+19.1
R. I.....	1,488	113,660	76.38	+3	+1.1	+23.6	+27.7
S. C.....	7,986	253,079	31.69	+2.2	+2.0	+9.7	+11.1
S. Dak.....	701	32,502	46.37	+1.7	+1.8	+24.7	+26.1
Tenn.....	1,503	59,899	39.85	+2.2	+2.1	+24.7	+25.6
Utah.....	1,789	116,130	64.91	—3	(?)	+3.6	+5.5
Vt.....	467	23,266	49.82	+4.5	+4.7	+29.7	+33.2
V. I.....	102	1,975	19.36	—1.9	—1.4	(?)	(?)
Va.....	4,661	182,893	39.24	—4	+6	+5.5	+10.7
Wash.....	5,392	488,044	90.51	+1	+24.5	—3.4	+22.8
W. Va.....	8,604	268,735	31.23	+1.1	+1.1	+14.0	+1.0
Wis.....	1,141	106,421	93.27	+7	+4.3	+2.4	+6.4
Wyo.....	456	27,481	60.27	—9	—1.1	+4.1	+5.0

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² In addition to these payments from aid to the permanently and totally disabled funds, supplemental payments from general assistance funds were made to an unknown number of recipients.

³ Increase of less than 0.05 percent.

⁴ Decrease of less than 0.05 percent.

⁵ Beginning July 1955, includes vendor payments for medical care previously made by different agency.

Table 17.—General assistance: Cases and payments to cases, by State, July 1955¹

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	June 1955 in—		July 1954 in—	
				Number	Amount	Number	Amount
Total ²	298,000	\$15,959,000	\$53.55	—3.9	—4.3	+0.3	+3.1
Ala.....	166	3,956	23.83	+10.7	+10.2	+6.4	+7.9
Alaska.....	115	7,387	64.23	—22.3	—1.9	—16.1	+10.3
Ariz.....	1,682	73,042	43.43	—1.8	—1.4	+7.6	+7.9
Ark.....	434	5,774	13.30	—42.7	—50.6	—11.8	—17.8
Calif.....	29,284	1,511,660	51.62	—3.6	—3.3	—9.7	—5.7
Colo.....	1,307	51,127	39.12	—7.0	—6.2	—8.1	—7.3
Conn.....	2,937	164,585	56.04	—3.9	—5.6	—6.7	—6.3
Del.....	1,131	54,294	48.01	—2.8	—2.1	+6.6	+7.2
D. C.....	514	32,262	62.77	—5.3	—4.0	—12.7	—10.1
Fla.....	5,600	89,400					
Ga.....	2,271	51,112	22.51	—3.6	—2.7	—6	+5.7
Hawaii.....	2,186	125,232	57.29	+3	—1	+46.7	+53.1
Idaho.....	82	3,677	44.84	(?)	(?)	(?)	(?)
Ill.....	35,294	2,402,624	68.07	—1.7	—1.7	+17.9	+22.0
Ind.....	10,863	348,696	32.10	—3.3	—8.1	—7.7	—15.7
Iowa.....	3,282	104,151	31.73	—6.1	—5.1	—12.9	—12.2
Kans.....	1,863	97,555	52.36	—3.7	—6.5	+1	+5.4
Ky.....	2,725	80,481	29.53	—1.4	—1.2	—1.0	—4.2
La.....	7,526	294,102	39.08	—1	—6	+10.6	+10.2
Maine.....	3,045	133,381	43.80	—4.2	—4.1	+1.6	+5.8
Mid.....	1,821	98,630	54.16	—13.7	—12.6	—19.1	—21.1
Mass.....	12,323	651,016	52.83	—1.7	—6.3	—1.3	—6.8
Mich.....	15,699	1,059,010	67.46	—4.2	+8	—13.5	—12.0
Minn.....	6,174	331,667	53.72	—5.9	+10.5	+1	+9
Miss.....	979	12,789	13.06	+8	+3.8	+12.3	+8.3
Mo.....	6,225	247,851	39.82	—1.1	—1.4	+15.1	+22.7
Mont.....	625	17,146	27.43	—20.3	—10.3	+8.5	+4.8
Nebr.....	1,342	52,950	39.46	—4	—6.2	—13.2	—15.4
Nev.....	302	10,038	33.24	—8.2	—10.9	—3.5	—10.3
N. H.....	1,011	43,379	42.91	+1.3	—6.7	+7.7	—5.3
N. J.....	7,491	579,883	77.41	—6.1	—5.9	+4.0	+7.2
N. Mex.....	419	11,074	26.43	—2.1	—2.7	—22.8	—21.6
N. Y.....	27,854	2,163,289	77.67	—5.2	—5.6	—4	+3.6
N. C.....	2,075	42,840	20.65	+3.2	+4.4	—7.8	—8.8
N. Dak.....	375	14,754	39.34	—7.4	—13.4	+15.7	+10.5
Ohio.....	27,992	1,412,261	50.45	—4.7	—5.9	+1.0	—7
Okl.....	11,400	69,686		—22.3			+2.7
Oreg.....	2,432	111,393	45.80	—14.0	—20.0	—32.5	—58.8
Pa.....	25,484	1,776,385	69.71	—6.0	—5.0	+25.8	+34.7
P. R.....	934	5,792	6.20	+1	—59.8	—8.9	—13.3
R. I.....	3,706	257,110	69.38	+2	+3.5	—6.4	+1.0
S. C.....	1,950	44,257	22.70	—3.3	—3.4	—14.1	—13.1
S. Dak.....	1,201	37,505	31.23	—5.0	—9.2	+3	+1.8
Tenn.....	2,262	38,851	17.18	—2.2	+7.2	—12.3	+3.8
Tex.....	9,200	206,000					
Utah.....	1,453	86,722	59.68	—3.3	—6.9	—16.1	—13.6
Vt.....	1,200	55,000					
V. I.....	98	1,846	19.35	(?)	(?)	—3.0	+44.6
Va.....	2,070	75,203	36.33	—13.5	—12.4	—6.4	—4.9
Wash.....	9,165	572,299	62.44	—8.0	—4.0	—4.8	—8
W. Va.....	2,093	59,643	28.50	—5.3	—6.3	—20.1	—20.4
Wis.....	7,145	491,054	68.73	—5.6	—5.1	—7.1	—8.2
Wyo.....	217	9,198	42.39	—6.1	—12.4	+10.7	+16.4

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Partly estimated; does not represent sum of State figures because total excludes for Indiana and New Jersey payments made for, and an estimated number of cases receiving, medical care, hospitalization, and burial only.

³ State program only; excludes program administered by local officials.

⁴ About 10 percent of this total is estimated.

⁵ Partly estimated.

⁶ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments.

⁷ Percentage change not computed on base of less than 100 cases.

⁸ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁹ Includes cases receiving medical care only.

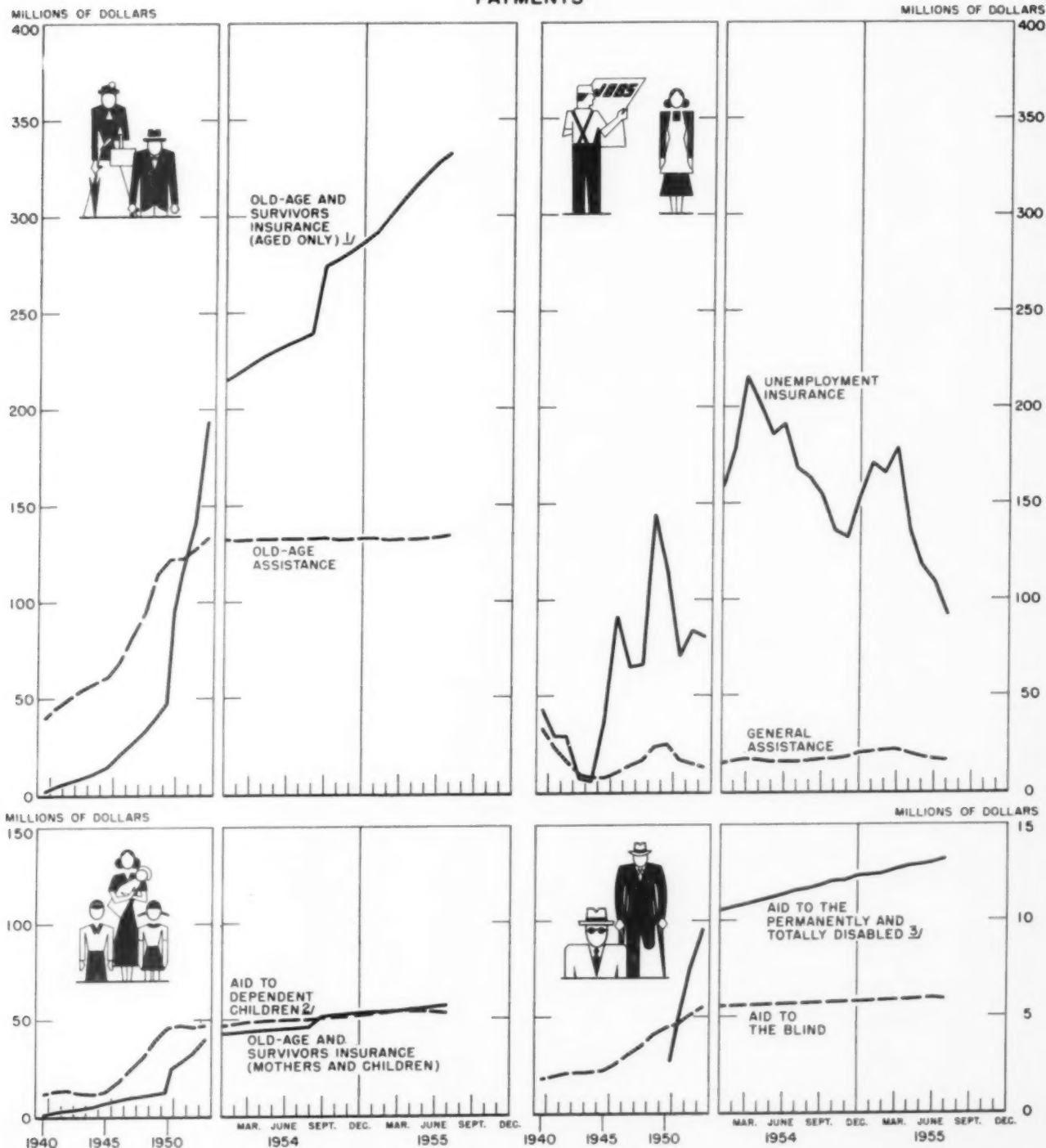
¹⁰ Includes cases and payments representing supplementation of other assistance programs.

¹¹ Excludes estimated duplication between programs; 984 cases were aided by county commissioners and 3,707 cases under program administered by Oklahoma Emergency Relief Board.

¹² Estimated on basis of reports from sample of local jurisdictions.

Social Security Operations*

PAYMENTS



* Old-age and survivors insurance: benefits paid during month (current-payment status); annual data represent average monthly total. Public assistance: payments during month under all State programs (including vendor payments for medical care beginning October 1950, except for general assistance); annual data represent average monthly total. Unemployment insurance: gross benefits paid during month under all State laws; annual data represent average monthly total.

¹ Receiving old-age, wife's or husband's, widow's or widower's, or parent's benefit. Beginning September 1950, includes a small proportion of wife beneficiaries under age 65 with child beneficiaries in their care.

² Children plus 1 adult per family when adults are included in assistance groups; before October 1950, partly estimated.

³ Program initiated October 1950.

NOTE: Data for payments and data for individuals receiving payments appear in alternate months.

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The Social Security Bulletin for August 1955 is a special issue commemorating the twentieth anniversary of the Social Security Act. In articles by the Commissioner of Social Security and by staff of the Social Security Administration, the developments of the past two decades are reviewed and objectives for the future outlined.

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